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caut acpu BULLETIN

U.B.C. faculty study options

Certification drive held up

The issue of collective bargaining at UBC has produced a sharp division within the faculty. Last February at a heavily attended meeting of the Faculty Association, the membership rejected the recommendation of its executive that it study the possibility of collective bargaining and instead opted to proceed immediately to certification.

The Faculty Association received legal advice that it could not act on this resolution without amending its constitution. The requisite amendments were presented at another large meeting of the faculty association in April and were passed by 71%. Among other matters, the amendment altered the purposes of the association to include collective bargaining on behalf of the faculty at U.B.C.

Between that time and September 891 signatures (representing well in excess of 50% of the faculty) were gathered on cards commiting those who signed to the support of certification. An application was filed before the British Columbia Labour Relations Board early in September.

Since then the opponents of certification have mounted a counter attack. As part of this, an attempt was made to persuade faculty members to revoke their sign-up cards, and about 50 members did so. It is significant that the rhetoric of this attack has, for the most part, involved acceptance of some form of collective bargaining but attempted either to reduce its scope or to ensure that it take place outside the British Columbia Labour Code Act. This came to a head at a meeting on October 17th at which Professors Elkins and Harrison moved a motion that the application be withdrawn pending an examination of the alternatives to certification under the Labour Code Act. This carried by a vote of 290 to 228. Virtually all the speakers in support of the motion laid emphasis on the fact that they now supported collective bargaining but considered that the alternatives to certification had not been given sufficient study. The executive subsequently withdrew the application for certification.

The Executive is now in the process of establishing a committee with membership representing differing viewpoints on collective bargaining, including the status quo, collective bargaining restricted to economic matters, full collective bargaining outside the Labour Code Act, and full collective bargaining as a certified bargaining agent. This committee will circulate papers dealing with these options, and the membership will vote on them in a mail ballot early in the New Year. A run-off election will be held if necessary.

Meanwhile some individual members of the association have vigorously protested the actions of those opposed to certification, pointing out that in the name of democracy some 290 members have nullified the cards of approximately 850. Furthermore the Faculty Association has received charges that some of the leaders of the anti-certification movement attended the association meeting and took down the names of those who voted against their position. Other charges have been made that some of the deans were invited to a strategy meeting by the supporters of the Elkins-Harrison motion, perhaps explaining the number of people at the meeting referring to it as "our motion". At any event the Executive of the Faculty Association has decided not to press a charge of unfair labour practice before the Labour Relations Board despite advice that it would almost certainly succeed. The Executive believes that it is more important to ensure that the process of studying the alternatives to certification proceed immediately and that the faculty have the results of this study as soon as possible. Meanwhile the B.C. Labour Relations Board has circulated all faculty at UBC requesting written representations on the withdrawal of the application. — D.C.S.

Simon Fraser University

BOYCOTT SUSPENDED — CENSURE REMAINS

by Israel Cinman

In a unanimous decision, the Board of the Canadian Association of University Teachers voted last month to suspend the CAUT boycott of Simon Fraser University. The boycott was imposed in November 1971 after university dismissal procedures were unilaterally rescinded and three faculty members were dismissed without a hearing.

In voting to suspend the boycott, the Board specified that this suspension will be in effect until the next Board meeting in March 1975, when the Academic Freedom and Tenure Committee of the CAUT will report whether any progress has been made towards a satisfactory resolution of the outstanding grievances of former faculty at Simon Fraser.

The Board decided to suspend the boycott because satisfactory dismissal procedures are now in effect at Simon Fraser. The boycott is a widely advertised warning to faculty in Canada and abroad not to accept employment at a particular university. However, CAUT censure, which advertises the fact that individual grievances at Simon Fraser have not been redressed, remains in effect.

In suspending the boycott, the Board followed a resolution passed by the Association in 1973 which said that if the new president of Simon Fraser would introduce acceptable procedures governing dismissal for cause, the CAUT would lift its boycott. At the time, Simon Fraser was notified that its president intended to resign and a search committee was constituted to look for his replacement.

Professor James Stevens, Chairman of the CAUT Academic Freedom and Tenure Committee said during the debate that the motion to suspend the boycott is a necessary step towards a resolution of the Simon Fraser affair.

He said that suspension of the boycott is not tantamount to the lifting of censure and assured the Board that the AF & T Committee will work with the new SFU President, Dr. Pauline Jewett, and the local Faculty Association to resolve the outstanding grievances of the six faculty members whose dismissal was at the root of the censure.

During a lengthy debate, the Board heard representation from Simon Fraser Faculty Association, the faculty and student reinstatement committees, the Student Association, a dismissed professor and a representative of the Canadian Sociology and Anthropology Association.

Professor Bruce Nesbitt, Past President of SFUFA, supported the motion for the suspension of the boycott. He said that the new Academic Freedom and Tenure document was now in effect at SFU, that it has full support of the Faculty Association and that the third stage of CAUT censure (the boycott) should be lifted. The student representative, Robert Gould, asked that the CAUT censure and boycott be lifted, but added that the student association fully supported the move for reinstatement of fired faculty.

Both the faculty and the student reinstatement committee representatives, however, urged the Board not to lift the boycott. Professor Hari Sharma said that the first stage of censure was invoked because certain faculty members were unjustly dealt with by the administration. When those wrongs were not redressed, the CAUT applied the next stage of censure. And when the administration refused to act in good faith, the third stage was levelled to further strengthen the effect of the original sanctions. "The question of the boycott cannot be debated at this stage because the primary reasons for the censure are still there," he added.

He said that lifting of the boycott would create an impression that the problem, or the major part of it, was resolved, and urged the Board to table its vote until it makes sure that there indeed was a move on the SFU campus to fundamentally alter the current situation.

Randy Noonan, representing the student committee for reinstatement

BOYCOTT... Cont'd p. 5

In this issue

OCUFA Council 2
Western Faculty Associations Meet 3
Notre Dame Gets Second Contract 32
SPECIAL REPORT 8
Community Colleges
Books/Livres 26
Academic Vacancies/Postes Vacants 28

OCUFA Council

Educational Policy, Status of Librarians Discussed

by Israel Cinman

The replacement of the Ontario Council of Universities with the Ontario Council for University Affairs was closely scrutinized by delegates from 15 Ontario university faculty associations who met in Toronto, October 18 and 19 for the Fall Council meeting of the Ontario Confederation of University Faculty Associations.

The OCUA, in place since September and in OCUFA's view deficient in significant presence of working academics on its staff, will soon tour the province and hold discussions with universities and other concerned organizations about matters relating to post-secondary education.

Professor Greg Bennett, OCUFA Executive Vice-chairman, said that this tour will provide university faculty associations with an opportunity to present their point of view to the Council.

He said that OCUFA is currently preparing background material for such meetings and will discuss with the Council the effects that recent wage settlements have had on the Ontario professoriat. He said that OCUFA hopes to give the OCUA some indication of the problems past funding arrangements and inflation have created for the faculty.

Status of Librarians

The two-day meeting also saw the Confederation Council tackle the question of university librarians' membership in the local faculty association. OCUFA Executive urged the Council to give priority to this matter, since at their annual meeting last summer, the Canadian Association of College and University Libraries endorsed the CAUT position recommending membership for librarians in the local associations and called for a joint CAUT-CACUL task force on the question of academic status for librarians.

The Council delegates heard a presentation on behalf of Ontario University Librarians who referred to the faculty and librarians as having "a community of interest" in the area of higher education. But some Council members remained unconvinced of the desirability to have librarians admitted to the faculty association under full academic status.

However, Professor Norma Bowen, who chaired the Council, said that the position taken by CACUL this summer and the librarians' brief must be viewed as the first move towards organizing librarians. She said that a proper response should be for the local associations to contact librarians on their campuses and discuss with them the possibility of joint actions on matters of collective bargaining, salary negotiations and conditions of employment.

Collective Bargaining

Professor Richard Spencer, CAUT President who attended the meeting along with other CAUT representatives, described the most recent collective bargaining developments on university campuses, saying that the faculty unionization is on the rise because university administrators view professors as just another unit of employees.

As an example, he pointed to the University of British Columbia physical plant employees who demanded and got a salary increase of 19 per cent while the faculty received only 11 per cent.

"When we asked the President why the people who run the boilers got more, he said that they had a strong union. We deduced from that that our action should point towards the same direction."

He said that the faculty who are looking at collective bargaining are not going to give up their rights to manage and govern academic affairs in their universities once a collective agreement is signed, as some people allege.

Professor Donald Savage, Executive Secretary of the CAUT, said that the kinds of problems which force faculty to seek certification to redress long-standing grievances found on some Eastern campuses are not isolated, but are rather extravagant examples of the kind of abuses which exist in many Canadian universities. Whether apparent or hidden, these problems are there and they will not go away, he said.

Salaries

In other matters, the delegates were brought up to date on the current CAUT activities and the progress of salary negotiations at Ontario universities.

A number of Ontario faculty associations are pushing for increases which would give their members purchasing power equal to the 1971 level, and the Council agreed that all faculty associations should press for similar salary terms.

AF&T, Canadianization and Status of Women

According to Professor Savage, the activities of the CAUT Committee on Academic Freedom and Tenure have increased in proportion to the growing trend by some university administrations to use "term contracts", and thus de facto replacing probationary contracts. This, he said is reflected in more appeals to the CAUT to solve denial of tenure grievances.

In summing up her Presidential report, Professor Bowen appealed to the Council members for wider involvement in the issue of Canadianization.

She said that university professors should be concerned with the level of financial support provided to graduate schools and graduate students. "More money will result in more qualified Canadians emerging from our graduate schools," she said.

She also felt that universities exert very little effort to change the status of women faculty and students. "We should look at the resolution of these problems, particularly the question of equitable salaries for female professors. However, we should not 'rob Peter to pay Paula' in doing this, because such a solution will inevitably create a split in faculty ranks," she said.

CAUT Testifies to Corporate and Consumer Affairs

Representatives of CAUT and ACTRA met with the Department of Corporate and Consumer Affairs on September 23rd and 24th in regard to possible changes in the Canadian Copyright Act. CAUT and ACTRA asked for changes so that the creator would always be recognized as the owner of the copyright regardless of his status as employee. They also pressed the government to give a greater clarity to the section dealing with professors' lectures, to provide injunctions and fines for breaches of moral right, to update the act in regard to videotape, computer storage and satellites, to consider a form of public lending right which would not saddle the libraries with a complex bureaucracy or high costs, to establish a performer's right either directly or through legal sanctions similar to the recommendations on moral rights, to bring the crown within the ambit of the act, and a number of other matters. The basis of this submission was approved by the CAUT Board in June 1973.

This meeting was one of many scheduled by the Federal government to secure the views of interested parties before producing a report and recommendations next June.

CAUT was represented by Donald C. Savage, the Executive Secretary and ACTRA by Paul Siren, General Secretary, Jack Gray and Margaret Collier.

News on Pensions

Last September material dealing with various aspects of pension plans was mailed by the CAUT to the Presidents of faculty associations. They were asked to find, among members of their association, persons who would act as corresponding members of the CAUT Pension Committee.

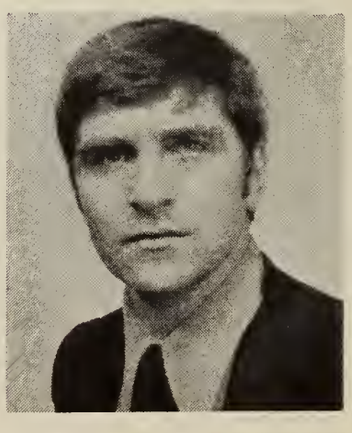
One of the issues corresponding members were asked to examine was the question of vesting. This item has acquired considerable importance, since it is a provision which facilitates re-employment and aids the mobility of labour.

Another issue considered was post-retirement adjustments dealing with variable annuity based on a fund invested in equities. This concept (promoted by TIAA - CREF) was an attempt designed to combat inflation.

The package of material also looks at indexation, which is today's trend in government institutions, but which might jeopardize private pensions. The last issue of this package deals with early retirement. The trend to earlier retirement with full pension is gaining strength and is likely to continue in the future, according to *The Current Industrial Relations Scene in Canada,* 1974 (Dr. W. D. Wood, Industrial Relations Center, Queen's University.)

The material also contains a few appendices: among these, a summary of the University of Montreal pension plan and the cost of integrating an indexation provision to it; and an abstract from the annual Report on the Economic Status of the Profession, 1973-74, Committee 2, AAUP (published in the summer 1974 issue of the AAUP Bulletin), which while describing TIAA-CREF, gives an idea of the difficulty of choosing between annuities and equities. — **G.F.**

C.A.U.T. Appoints Second Collective Bargaining Officer



The Canadian Association of University Teachers appointed Mr. Ian B. McKenna to the position of Professional Officer in the area of Collective Bargaining for the Association.

Mr. McKenna joins the CAUT Ottawa staff after serving with the Labour Research Branch of the Department of Labour of the Province of Ontario, where he was directing policy research and where he was closely associated with the Labour Management Arbitration Commission.

Mr. McKenna was also Secretary of the Ontario Hospital Inquiry Commission which was set up to study and make recommendations concerning collective bargaining in that province's hospitals. He was charged with planning and supervision of research and examination of submissions received from employee, union and employer groups in the hospital industry.

Mr. McKenna was born in Scotland and received his education at St. Andrews University and the University of Dundee, where he also lectured in Economics.

Western faculty associations see Collective Bargaining, AF & T and Copyright as priorities

by Israel Cinman

A conference bringing together faculty association executive officers from 13 Western universities was held last September in Saskatoon.

Sponsored by the University of Saskatchewan Faculty Association in conjunction with the CAUT, the meetings saw delegates from Manitoba, Saskatchewan, Alberta and British Columbia exchange information and discuss common problems.

Some of the major Association efforts were touched upon by Professor Richard Spencer, CAUT President, when in his opening remarks he outlined CAUT priorities set for it by the Council last May. He said that the CAUT has formally considered and adopted policies in the areas of Academic Freedom and Tenure, Collective Bargaining, the creation of regional offices and lobbying provincial and federal governments as its priorities, and is currently budgeting towards achieving these objectives.

Professor Donald Savage, CAUT Executive Secretary, elaborated further on CAUT functions, saying that the AF&T Committee alone has had to handle on the average 100 cases each year. He said that the number of dismissal and non-renewal cases will increase and suggested that the Association place greater emphasis on dealing with problems encountered by junior faculty "who do not enjoy the same protection that tenured members do."

Clause finder

Professor Savage said that the Association hopes to issue a clause-finder which will provide members with a better understanding of the CAUT role in instances where tenure is denied or a professor's contract is not renewed. He said that this clause-finder is important since most of the AF&T cases which reach the Committee do not arrive in the shape of dismissal for cause, but as denial of tenure or non-renewal cases. He said that the thrust of the Association's AF&T activities has been towards ensuring that procedures governing denial of tenure and non-renewals of contracts are adopted by all Canadian Universities.

Professor Savage said that there is a definite need for statutory, clearly defined procedures for appeal mechanisms. "Where there aren't any, you invariably try to invent some. In many cases this is done on an ad hoc basis which is inefficient, expensive and time consuming. It creates a situation where most of the time is spent arguing about the establishment of appeal procedures and the plaintiff's problems are forgotten."

He acknowledged the criticism often levelled at the CAUT, saying that in the past the Association has been overly concerned with structures. He said that there are cases where structures account for too many levels of decision appeals or "referrals-back". "This is merely a guarantee of getting the same answer in a different form," he said. There should be appeal mechanisms, but once a decision has been handed down by an appeal board, it should be clear-cut, final, and binding on both parties, he added.

AF&T concerned with sound procedures

Professor James Stevens, Chairman of the CAUT Academic Freedom and Tenure Committee also addressed the meeting, outlining basic procedures governing dismissal and non-renewal cases. He said that sound procedures were a form of preventive medicine, but said that they are designed to be followed not only by administrators but by faculty members as well.

He said that staff members should expect to hear reasons for their dismissal, but they must also co-operate in an investigation and provide information which might be decisive in their case. "Procedures are only as good as the personnel involved in their implementation," he added.

Delegates were also informed of the CAUT activities in other areas. On the subject of pensions for faculty members, which are traditionally jointly administered by the faculty association and the administration of a university, they were told that the CAUT is planning to establish a network of corresponding members of the pension subcommittee on each campus, who will deal with such questions as proper functioning of certain pension plans in the next few decades.

Members were also brought up to date on the CAUT activities in collective bargaining and were told about efforts to unionize at the University of British Columbia, the state of negotiations at the University of Notre Dame of Nelson and the attempts of the faculty association at the University of Manitoba to become certified bargaining agent for all of that university's faculty.

Professor Savage also referred to the current state of relations between the university librarians and the local faculty associations, saying that at the national convention of the Canadian Association of College and University Libraries (CACUL), the members discussed collective bargaining and the role the CAUT can play in representing librarians. The CACUL delegates endorsed the CAUT position recommending membership for librarians in local faculty associations, and called for a joint CAUT-CACUL task force on the question of academic status of librarians. He said that establishment of such a body will be one of the major tasks for the CAUT this year.

ETV and Copyright

Problems involving staff members and local associations and educational television were also discussed, with Professors Savage and Peter Lown of the CAUT Committee on Copyright outlining the Association's position vis-a-vis provincial educational television authorities and cable companies. Both said that when dealing with ETV authorities and cable companies, faculty members must first make certain that their rights are protected under copyright legislation. They said that faculty associations must assure that universities accept and respect copyright laws designed to protect the staff from abuses, and that the best way to ensure that these protections exist is to enshrine them in contracts of employment or collective agreements negotiated by the faculty association on behalf of its members. Both agreed that the CAUT guidelines on copyright provide adequate protection for the individual and do not infringe on the rights of the university, and urged that the Faculty Associations press the universities to adopt these as minimum criteria in the area of copyright.

LOWER INCOME STUDENTS TO BENEFIT

by Israel Cinman

A proposal leading to an increase in university tuition fees adjusted annually to the rise in the cost of living was endorsed by the Board of the Canadian Association of University Teachers last month.

In a series of proposals designed to amend the CAUT Brief on the Federal Support of Universities, the CAUT also recommended that to offset the increase in student fees, the Federal government launch a new, non-repayable means tested grant scheme especially designed to cover tuition fees and living expenses for students from lower income groups.

More generous repayable loans would be available to students from higher income families who would not qualify under the new grant structure.

System tax regressive

The CAUT Board considered that full tuition by itself would be tax regressive, would not significantly increase the number of students from lower income families and would thus result in the general population subsidizing through taxes full education for students from middle and upper-income brackets.

The move is a change from the previous CAUT position on contingency repayment which looked for students to pay the entire cost of their education through tuition fees. It said that students should be able to borrow funds— some $4,000 to $5,000 annually—from a generous government administered loan fund, and pay them back after graduation, according to the level of their income.

In recommending an increase in tuition fees, the Board noted that in the past decade student fees have decreased as a proportion of University operating revenues, and said that there was little justification for allowing the student fee component to decrease still further.

These resolutions formed the final section of a position paper on federal support for universities which will be published in its entirety in the next issue of the **CAUT Bulletin.**

Federal position similar

The change in the CAUT policy, first proposed last summer, is similar to the position described in a speech by the Secretary of State of Canada. Hugh Faulkner, at the recent annual meeting of the Association of Universities and Colleges of Canada. He stated that the Federal government intends to keep a high profile in supporting universities, but that it will reevaluate the current programs available to assist students, and try to gear funding schemes closer to the students' financial needs.

Mr. Faulkner said the Federal government is not favourably disposed to the idea of lowering student fees or providing a tuition-free education, and added that such schemes would assure that "many relatively well-off students might be unjustifiably subsidized."

In addition to the position paper on federal support, the CAUT Board also approved a number of resolutions dealing with the federal funding of research, and will forward these recommendations to the government for consideration.

Rationalization of research funds

The Federal government moved recently to rationalize the distribution of research funds through federal agencies by proposing the formation of an Inter-Council Coordinating Committee. Administrated by the Secretary of State for Science and Technology and staffed by heads of granting agencies and possibly other senior officials as yet unnamed, the ICCC will act in an advisory capacity on allociation of funds to the granting agencies, ensure that all recognized disciplines receive adequate financing and that all needs of interdisciplinary research are met.

In response to this latest government action, the CAUT stressed that academics should be appointed to the ICCC and that the ICCC Head should be independent of any ties to government departments or agencies directly involved in the granting process.

The Board said that in securing maximum independence for its actions, the granting councils should have powers similar to those of non-profit crown agencies, with all possible tax advantages in order to secure donations as well as government grants. The Board resolution urged that a substantial number of academics be appointed to the governing councils of the granting agencies and that these agencies should have full-time executive heads, drawn from the Canadian academic community.

The Board urged the government to support original and innovative research projects and asked that it not mindlessly standardize procedures and criteria.

The Board also stressed that the present Canada Council program to assist scholarly publications, learned journals, scholarly associations and research related travel should be continued. And it reaffirmed the Association's position that federal research funds should go directly to individuals and universities and not be channelled through provincial ministries of education.

YORK UNIVERSITY
COLLÈGE UNIVERSITAIRE GLENDON

PRINCIPAL

The Committee to advise the President of York University on the appointment of a Principal for Glendon College invites applications and nominations for this position.

Glendon College is a co-educational liberal arts college of York University, founded in 1966. It has about 1,300 students, a faculty of 110, and a support staff of 75. It is oriented towards the creation of an informed interest in and concern about public affairs, particularly of Canada. Having a Canadian orientation, Glendon provides its students with the opportunity better to appreciate the Canadian cultures and to master the two official languages of Canada: at present about 15 per cent of its students have French as their mother tongue. Situated in north Toronto, about 13 miles from the main campus of York, it offers the advantages of a small college in a quiet setting of natural beauty, as well as access to the facilities of a large university and a metropolitan centre of over two million people. The Principal is expected to provide the academic and administrative leadership in the College, to represent the College in the Councils of the University, to contribute to the effectiveness of the University, and to promote Glendon's relations with the larger community.

The appointment, effective July 1, 1975, will be made by the Board of Governors upon the recommendation of the President of the University. Please direct all applications, nominations and enquiries to:

Professor Edward Appathurai, Chairman,
Search Committee for a Principal,
Room 360, York Hall, Glendon College,
2275 Bayview Avenue,
Toronto, Ontario, Canada M4N 3M6
telephone: (416) 487-6127

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Qualification Applicants should not be more than thirty-five years of age and should possess a Ph.D. degree from a recognized university, or expect to obtain a degree before taking up an award.

Application Application forms may be obtained by writing to:
The Office of the Dean,
Faculty of Graduate Studies,
Dalhousie University,
Halifax, Nova Scotia.
The closing date for receipt of applications is January 1, 1975.

NEWS IN BRIEF

Libraries carrying Scientology books threatened with libel action

Recently books on Scientology have been disappearing from university library shelves, removed after veiled threats and writs of libel action suits were laid against universities by the Church of Scientology.

The books — "The Mind Benders" by Cyril Vosters; "Inside Scientology" by Robert Kaufman; "Scandals of Scientology" by Paulette Cooper and "Scientology, the New Religion" by George Malko — are usually critical of this religion, and in general, their deletion from the library stacks can be attributed to cases of cold feet on the part of university authorities in the face of possible protracted and expensive legal wrangles.

At St. Mary's University in Halifax, George Malko's "Scientology, the Now Religion" was taken off the shelves under the advice of the university's solicitor, and will remain out of circulation pending the resolution of a case against the author, publisher and distributor of the book now before the Supreme Court of Ontario.

At Sir George Williams (Concordia University) in Montreal, the same book was removed after Scientologists threatened the Chief librarian and the university with legal action.

In both institutions the decision to clear the library shelves of Scientology titles was roundly condemned as "intellectual cowardice" and "disregard for intellectual and academic freedom".

Ruth Hafter, St. Mary's librarian, was disturbed by the decision to have the book removed, calling for a clear stand on the issue from the Canadian Library Association and a lobbying effort to have the libel laws amended. As it stands now, the "book is guilty till proven innocent, and it should be the other way around," she said.

At Sir George the book's removal was attacked in the student newspaper as "spineless acquiescence, setting a dangerous precedent for outside manipulation," and produced demands for the university librarian's resignation.

The Canadian Library Association said that "in view of the Association's objectives, it may be desirable to retain the book in question on the library shelves, though some risk is involved." But it said that non-compliance with the Scientologists' demands "may result in a member being cited as a party defendant in the pending suits" and that each member must therefore act in his own best interest.

So, as the situation stands now, in the absence of clear-cut directives from the CLA, a lot of librarians are waiting for the Ontario Supreme Court decision, while others, having been served with a writ from the Church of Scientology and no support from university administrators in sight, are withdrawing the books from circulation rather than risk the expense of a court battle.

National salary committee sets goals for action

Better methods of disseminating useful salary information to faculty associations in time for local salary negotiations were discussed when representatives from CAUT Ottawa, Halifax and Edmonton offices met recently with delegates from New Brunswick, FAPUQ, and OCUFA in Toronto.

In discussing this problem, the delegates said that local associations need national, but more importantly, provincial information on salaries and qualifications of civil servants and school teachers, and agreed that collection of this information will have to be done by associations on a regional level.

The delegates felt that the provincial and national organizations sometimes cannot determine the exact kind of information local salary chairmen want, since salary committee chairmen are usually appointed annually, while salary problems are long-term and do not change each year. The delegates suggested that local salary chairmen meet on a regional basis regularly, and that the organizations involved should supply local associations with assistance in interpreting this data and make them aware of the changing needs of the Association.

Agreements arising from the meeting call for OCUFA to extend its collection and provision of salary information to include all provinces; recommend the formation of an advisory committee which will include a representative from CAUT, OCUFA, FAPUQ, the Western Provinces and the Atlantic Provinces; that OCUFA personnel will be available to advise provincial and regional groups. OCUFA has already prepared and distributed a memorandum on salary information available from Statistics Canada.

The delegates also expressed a strong desire to have university financial figures open to the faculty associations and to the public in general, and to press adoption of regulations which would ensure this in universities where "openness" is not already a fact. They also agreed to prepare a report on the state of "open budgeting" across the country.

Day-care for children of U of T staff, students

The University of Toronto spent over $100,000 for a new center which will provide day care services for 45 children of university staff and students.

The Margret Fletcher Day Center named after retired professor of child studies and opened at the beginning of this academic year, is managed by a board of directors composed of four parents and three university appointees.

NEWS IN BRIEF

Women students resent unequal treatment

A 54-page report released by the University of British Columbia Women's Research Collective says that women at UBC are treated with indifference, condescension and benign neglect. The survey is based on a random selection of female students conducted during the 1973-74 academic year.

Respondents were critical of professors who viewed women as either "frivolous sex-kittens" or just another pretty face and discounted the idea that they were in a class to achieve intellectual and academic goals.

Professors and classmates were found to be unable to see, define and relate to women as equal participants in educational experience.

Those interviewed said that where ambition and intellectual agression are valued and encouraged in men, they are criticized in women.

Many women students feel that more female teaching staff should be hired by universities, thus encouraging other women to become involved in education.

Alberta women get information on their rights

Women of Unifarm, a farm women's organization in Alberta, has just published a booklet which tells Alberta women everything they want to know about law.

The booklet, called Family Law for Albertans, is designed to give women some idea of how they fit into the legal picture, not only as wives and mothers and workers, but as consumers, tenants, tax-payers, welfare recipients, criminals and victims, according to Elizabeth Pedersen, President of Women of Unifarm.

The information booklet includes material on federal law from booklets produced by the Halifax Women's Bureau and the Fredericton Women's Action Coalition for the women of their provinces.

The publication also covers marriage, dissolving of marriage, children, abortion, rape, legal rights and working women.

Amendments change status of women in Citizenship Act, Pension plan

The Omnibus Bill, aimed at removing discrimination against women in various fields, was reintroduced recently by the Federal Health and Welfare Minister, Marc Lalonde.

The bill, which died on the order paper when the last Parliament was dissolved, contains proposed changes to the Criminal Code, which will place women in the same position as the men in terms of responsibility for maintenance of a dependent, spouse and children.

Mr. Lalonde also met with the federal advisory council on the status of women and assured members that women's issues will receive high priority in the current session of Parliament.

He said that amendments to the Canada Pension Plan and to the Canadian Citizenship Act also will be introduced. Mr. Lalonde said that legislation to create a Human Rights Commission should be ready for introduction before Christmas and promised that there will be a large representation of women on the Commission.

Amendments to the Citizenship Act were introduced by the Secretary of State, Hugh Faulkner in October. The Pension Plan changes were brought before the House by Mr. Lalonde at about the same time.

When amended, the Citizenship Act will have a three year qualifying period for citizenship and would remove the preferential status of British subjects. Previously, immigrants had to wait five years before qualifying for Canadian citizenship.

The new Act will be more equitable in its provisions for women. The qualifying period will become uniform for men and women, regardless of marital status, and will allow women who lost their citizenship through marriage to regain it by applying to the Minister.

The changes in the Pension Plan provide for equal treatment for male and female contributors and beneficiaries and elimination of the means test for retirement pensions. The equal treatment clause permits payment of pensions to widowers in the same way they are paid to widows.

CAUT — CACUL meet

Representatives of the Canadian Association of University Teachers and the Canadian Association of College and University Librarians met in mid-October in Vancouver to take first steps to create a joint CAUT-CALCUL task force on the academic status of librarians.

OCUA lacks representation from working faculty

Last September, the Ontario government announced the creation of the Ontario Council on University Affairs which will act in advisory capacity to the Minister of Colleges and Universities on matters concerning the Ontario university system. The 20 member body is headed by Dr. Stefan Dupré former Political Department Head at the University of Toronto and former member of the National Research Council of Canada and the Ontario Committee on Taxation.

But the announcement quickly brought criticism from the Ontario Confederation of University Faculty Associations (OCUFA), which said that the Council did not have enough representatives from the ranks of full time members of faculty on its staff. OCUFA said that it was asked to propose academics as members of the new advisory body, but none of those suggested had been appointed.

According to the OCUFA statement, the Confederation acknowledges "the importance of involving various elements of the community in the deliberations of the new Ontario Council of University Affairs and therefore welcomes the appointment of those members drawn from beyond the university." The Confederation statement also applauds the number of women appointed to the Council as a whole, but OCUFA was "appalled to learn that only one full time working academic has been appointed" to the advisory body. According to the statement, the OCUFA, representing some 10,000 members, is disturbed that of the seven appointees from the university community, only one is completely engaged in teaching and research. It said that it "deplores the inadequate coverage of the range of disciplines that is necessarily entailed by the derisory representation." In particular, the Confederation is concerned that the OCUA contains no-one with an academic background in mathematics and physical sciences, agriculture and biological sciences and fine art.

Texas chancellor dumps president

The American Association of University Teachers was asked recently by its Austin chapter to investigate the dismissal of Dr. Stephen H. Spurr from his post as president of the University of Texas.

Professor Patricia Cruppa, president of the Austin faculty association told teachers on that campus that what had happened "is a violation of AAUP standards."

Dr. Spurr was dismissed as president by the University chancellor, Charles A. Le Maistre. He will continue to hold his teaching post. The Board of Regents upheld the decision by a vote of 8 to 0. To replace Dr. Spurr, the regents named Dr. Lorene Rogers as temporary president, saying that she was the first women ever appointed president of a major coeducational American university.

One week after Dr. Spurr's dismissal the university faculty voted more than 2 to 1 to ask for the chancellor's resignation.

In that resolution, the faculty said that the chancellor had shown "complete contempt for the academic community and the people of Texas" and called for his immediate resignation. Also, sixteen of the university's 18 deans signed a statement "expressing their deep sense of shock and dismay" at the dismissal.

For his part, the chancellor said that he had no intention of resigning, or that he would honour Dr. Spurr's request to have reasons for his dismissal made public. A number of student rallies protesting the dismissal were held, one drawing more than 2000 participants.

Dental Insurance

CAUT is currently conducting a survey on dental insurance for faculty members in Canadian Universities. The Association is also looking at the situation regarding dental insurance in other organizations.

Any opinion on this subject would be welcome.

Boycott...from p. 1

said that the various censures and boycotts imposed on the university should not only be maintained, but should be reaffirmed. The students for reinstatement, he said, believe that the university will have to rectify all grievances of the three stages of the censure if the boycott is not lifted and added that now, more than ever, is not the time to lift the CAUT boycott, but to strengthen it.

Professor Mordecai Briemberg, one of the dismissed faculty members, said that the core of the Simon Fraser issue was the correction of the wrongs done to individuals. He said that the minimum basis for an equitable solution is an offer to the unjustly dismissed faculty to return to their posts at SFU and stressed that the executive motion to suspend the boycott does not take this into the account.

And Professor Gillian Sankoff, speaking on behalf of the CSAA, informed the Board that her Association supports reinstatement of the fired faculty members and does not beilieve that the adoption of the new AF & T document by the SFU administration totally solves the problem.

She said that sociologists and anthropologists throughout the Commonwealth have respected the boycott and will continue to do so until such time as the original wrongs have been redressed.

LETTERS

LETTRES

The status of women teachers at McGill is...

Sir,

Your June issue contained some remarks critical of McGill (article by Andersen, page 9), and some remarks complimentary to McGill (article by Crowe, page 11). We at McGill should be patient about the first and modest about the second, because in both cases the remarks are greatly over-simplified. I will not comment further on Professor Crowe's complimentary remarks because they involve a named individual, but I would like to add some clarification about the status of women at McGill to Professor Andersen's article on that subject.

Andersen writes, "At McGill the salaries of female academics fall below those of male... by 5.7 to 9.9 percent". This refers to the year 1969-70, and is quoted from a McGill Senate report of 1971. In the discussion of this report in Senate, it was quickly pointed out that the difference does not arise from crude discrimination within faculties, schools, or other units. It arises from the fact that the well-established units (Medicine, Science, Engineering, etc.), where the staff members are predominantly male and hold the doctorate, are better paid than the newer units (Library Science, Nursing, Social Work, etc.) where the staff members are predominantly female and the doctorate is relatively rarer. Within the units, no male-female discrimination was found, although limited numbers (of males in some cases and females in others) often make comparisons difficult.

This situation is the result of a subtle, historical form of discrimination that pervades our whole society. The 1971 report proposed a crude "solution" (raise all female salaries by a fixed amount) which would have introduced more discrimination than it eliminated. This course was rejected by our Senate, wisely in my view. (Most of the other recommendations of the report have been implemented without fanfare.) The real solution lies in a long-term program of better support of the newer units, of upgrading their staffs both male and female, of encouraging them to do more research and other scholarly work, in a word of reducing the differences between them and the longer-established areas. We are trying to do this, but it isn't quick and easy. We should be doing it even in the absence of any male-female problem.

The statement by Professor Andersen that "the male Ph.D. attains the rank of full professor 20.6 years after having obtained his degree, a woman, if ever she gets there, has to wait 21.9 years" is a straight misquotation of our report. The correct statement applies to the waiting time, not after the Ph.D. but after the individual's own highest degree, *whatever it is.* For example, we have an area at McGill where there are 16 women in professorial ranks (Assistant, Associate, and full) of whom exactly one holds the doctorate, and several have only bachelor's degrees. We have to be careful in comparing their waiting times for full professorship, or their salaries, or their distribution in rank with those of some other departments where two years of post-doctorate experience are necessary to get the most junior appointment. I'm not criticising our female staff members, far from it; they are excellent. I am only saying that we have to guard against over-simplifications, and work towards real solutions.

Your September issue has just come to hand, containing on page 3 the statement "Officials at McGill... said the institution had no plans to copy the (compensatory salary payments made by Rutgers to female and ethnic minority professors), since there was no salary discrimination." I don't know who the "officials" are or whether they are being correctly quoted, but this statement is both over-simplified and over-confident, as the earlier part of my letter would indicate.

R. E. Bell
Principal, McGill University

Canadianization (VI)

Sir,

In answer to the long, sophistical letter by Donald Warwick of York University on the question of hiring non-Canadians may I make a few comments.

The matter before the Canadian people is not difficult to comprehend — though Donald Warwick tries to turn any serious discussion of it into labyrinthine acts of bigotry. He tries, in effect, in what is now a standard, boring, attempt at coercion to *smear* into silence Canadians who are concerned that Canadians have fair opportunity in their own system, that instructors who know the culture deeply are in a reasonable majority in our universities, and that Canadian students have full and fair opportunity to come to know their own culture in the universities of the land.

But let him rage on. For more and more Canadians know — without hatred, anger, contempt, or scorn — some very simple, reasonable facts of life.

The first is that immigrants who come to a country at a mature age, especially with a completed formal education *cannot* experience or know certain kinds of things about the country they come to. There is no point it singling out Joseph Conrad or Kenneth Galbraith as people who have crossed cultures and been successful. The generalisation remains true. Generally speaking, immigrants coming mature, with their formal education completed, from foreign countries — especially chauvinistic foreign nations like the U.S. — cannot experience or know certain kinds of things about the country they come to.

That doesn't mean they are inferior to Canadians, though it may very well mean that *they are not as qualified* as Canadians to engage in the highly culturally charged activity of higher education.

There is no reason to think that there is a mystique about the knowledge one gains in the first 25 years of life in a country. Donald Warwick pretends that to admit the obvious, common sense facts is to open a wildly abstruse theology of nationalism. Rubbish!!! All self-respecting countries in the world take great care by a number of means, customary or legislative, to make sure that the largest proportion of their higher educators are people with wide and deep experience of the country. They do not give permanent positions to people who are not citizens. And they maintain a very high proportion of citizens in their higher institutions who are also natives.

That is not a matter of chauvinism or racism. It is a simple, common sense recognition that the young of the country, who are learning the culture, the mores, the customary usages, the methods of intellectual inquiry of the country, need the tutoring of people who, themselves, are fully familiar with the country, intellectually and *experentially.*

I am always amused to see people like Mr. Donald Warwick do handstands, somersaults, and other intellectual gymnastics in an attempt to make the acquired wisdom of the world — when applied to Canada — seem like fascist and racist plotting devised by miserable chauvinists manufacturing bombs and manifestos in wicked underground cellars.

There is no reason to foam at the mouth, as Mr. Donald Warwick is so willing to do: "I have wondered what Mathews would do with foreign academics who eventually become citizens." I don't know what Mathews would do with a huge, shapeless bag like that. But I do know that I would return to common sense. The taking of citizenship, as we all know, is no guarantee of knowledge. It is a statement of intention on the part of the taker of citizenship. Moreover, the world at large takes, as a rule of thumb, that people who have spent five years in the country, who have sworn allegiance to it and taken citizenship, may then be considered for certain tasks like civil service jobs.

No one but a fool, however, believes that — as a general rule — citizenship confers the kinds of knowledge that has been gathered by a native of the country who has gone through its educational system. That is why most countries in the world do not permit the king of situation to exist that exists in Canada.

And there we come to another matter of general practice in the world. Foreign scholars simply are not permitted into national university systems as they are in Canada. In

Cont'd next page

Canadianization (VII)

Sir,

I was delighted to read "The Theology of Citizenship" in your June issue, written by that distinguished graduate of Sacred Heart Seminary, Dr. Donald Warwick. Dr. Warwick as a missionary from the U.S.A. has quite properly seen the issue of the Yankee takeover of our universities as a purely religious matter.

Warwick sees the issue, as one either of Predestination or Freewill. The foreign academic may achieve salvation through an act of freewill — taking out of Canadian Citizenship (Arthur Davis as parodied by Warwick), or he may be totally damned because he carries with him the taint of U.S. citizenship which resists Canadian citizenship, yea verily to the end (Mathews as caricatured by Warwick.)

As a card carrying, fully paid up Presbyterian, and thus an amateur theologian of no mean gifts, let me expound the true faith as taught in our Presbyterian congregations. I have been taught that both Predestination *and* Freewill are both true — since they are both Biblical. Since they are the wisdom of God, man cannot reconcile these seemingly contradictory concepts — only God in his infinite wisdom and love is capable of such profound insights.

Alas in Canada, unlike the United States, we have never confused God with country — and thus a purely voluntary act such as the taking out of Canadian Citizenship carries with it no saving Grace. Canadian Citizenship may be an outward and visible sign of an inward and spiritual grace — then again it may not. For example Dr. John Warwick's splendid writings make all of us delighted and proud to welcome him as a

Cont'd next page

LETTERS

Continued

(VI)...from p. 6

other countries the question does not arise. Because a reasonable influx of non-citizens is permitted, the question of what they do when they become citizens does not present itself: they are not a large enough proportion to be concerned about.

At the beginning of the term this year we were presented with the facts of a Sociology Department at the University of Toronto that employed eight new people, NONE CANADIAN. Six of the new people were brought in from the United States. A reasonable man or woman, someone with common sense, would ask that an investigation be conducted. A reasonable man or woman, someone with common sense, would suspect that Canadians may be being discriminated against. A reasonable man or woman would ask that there be an investigation, that the advertising procedures of the University of Toronto be investigated, that the file of applications be opened to a body of impartial experts.

Immigrants who become citizens are somehow not less Canadian that the native-born, to paraphrase Donald Warwick. But native Canadians may very well be *qualified* to do certain jobs better. Because I fit myself out with a uniform and skates and turn out on the ice rink doesn't mean that I can skate or that I have a right to play for a highly skilled team. Citizenship doesn't confer an absolute right to do anything, regardless of qualification requirements. To say that, or to suggest it as Mr. Warwick does, is sentimental rubbish. The citizen has rights before the law. He doesn't have rights to take positions he is not qualified to fill. In Canada many people who come from foreign countries, *with foreign qualifications* believe they are equipped to teach without question in Canada. In fact, the Chairman of the U. of T. Sociology Department defended the hiring of U.S. citizens and no Canadian citizens on the basis that *the Canadians were not prepared to do Canadian research.* We are now invited to believe that foreign scholars can do research in Canada better than Canadians can. That is the last gasp of colonial-mindedness.

Robin Mathews.
Carleton University

(VII)...from p. 6

fellow Canadian. Whether or not the actual act of his taking out Canadian Citizenship helped him on the way to salvation, only God knows. It is therefore fruitless to follow such speculation. Warwick and I both know of American Academic missionaries who have taken out Canadian Citizenship and then rushed to join the native vendus in selling Canada out as rapidly as possible to the Great Yankee Imperium. Some of them alas even write sneering letters ridiculing Canada, Canadians and Canadian Citizenship. Fortunately, Presbyterian theology reserves the pit of fire, the weeping and wailing and gnashing of teeth for such obdurate sinners.

It is not therefore for me to follow Warwick's questionings about John Kenneth Galbraith and other distinguished Canadians, who were permitted into the Empire before the Mother Country effectively barred the Colonist from residence within the Imperium. However, it is interesting to note that J. K. Galbraith, after having proved beyond a doubt his total absorption into the Empire still felt compelled to write a sneering attack on the fine, decent, noble Scots of Western Ontario, who had nurtured the young Ken. Whether Galbraith's attack was predestined, or an act of will, or merely a humble act of contrition for having been born outside the Imperium — only God or Warwick can answer.

As for Hugh MacLennan, the distinguished author of Each Man's Son, Warwick may be interested to know that Dr. MacLennan's noble voice has been among the first and finest of those raised against the Yankee takeover of our Universities. To stand as Hugh MacLennan does for the survival of Canada, is to be the recipient of hatred, scoffing and abuse. At the very minimum one is called a racist, a bigot, and usually for good measure a Jew Baiter. However I am sure that Warwick's conditional "If" would prevent him making such nasty charges against Canadian Patriots.

However, no conditional "If" prevents Warwick making a hash job of Canadian History. Warwick writes, "For understandable historical reasons, the American has been fair game in Canada since Confederation." In fact Canadians and Canada have been anti U.S.A. since 1776 (or even earlier if you wish to date the U.S.A. into colonial times.) Alas we Canadians have been the hunted rather than the hunters throughout our history. Our struggle since the days of Simcoe, of Bishop Strachan has been to survive in the face of a dynamo. How therefore can Warwick seriously see the poor American being ruthlessly hunted by the vicious Imperialistic Canadians who make of the poor American fair game? Was Warwick predestined to think thus — or was it an act of freewill which made him pen, such nonsense? Would the act of taking out Canadian Citizenship save him from such errors? Or would it take a heavy course of prescribed reading on Donald Creighton, George Grant, Don Masters and Bill Morton to rescue Warwick's soul from such blighting perfidy.

Warwick, alas, made the error of the amateur satirist, he stepped outside his satire towards the end of his screed. If he had continued on his foolishness he might have found the way to wisdom. Clearly the bearers of a theology, who take their gifts to a foreign land are missionaries. Warwick is a missionary for the American Empire (Canada Ltd.) Some missionaries keep the true faith intact, and retire Stateside after having enlightened the poor benighted heathen on the virtues of pledging allegiance to the Flag. Other missionaries forget the true faith, and become indistinguishable from the natives. Yet others (very few, alas) forsake the ways of the Imperium, actually join the natives, and assist them in their struggle against the Empire.

Who knows what road Donald Warwick will take. However, in the words of that Great Protestant hymn — Chose you this day whom you will serve. Donald, consider this an altar call from this Canadian to all Americans to forsake their erring ways and help this small beleaguered country to resist absorption.

Alex McGregor
Lennoxville, Quebec

Financial exigency reason for dismissal

According to an executive of the University of Dubuque faculty association, a recent case ruling by an Iowa district judge "tells faculty members that their tenure isn't worth a thing."

He was referring to a ruling made in favour of the University of Dubuque, giving it the right to fire a tenured professor of German in 1972 because of the university's financial problems.

In a case whose issues were starkly similar to those found in a recent Bloomfield College case in New Jersey (there the decision went the other way) Iowa Judge Thomas H. Nelson ruled that once the university had established financial exigency, its actions were not subject to review by a court.

He also ruled that tenured faculty member's contract was "terminable at the will" of either the university or the faculty member, so long as "reasonable notice" was provided.

At Bloomfield, on the other hand, Judge Melvin P. Antell ruled that the college had no jurisdiction in abolishing tenure and firing 13 faculty members because of financial problems.

Professor Jordan Kurland, Associate General Secretary of the AAUP said in a telephone interview that the Nelson judgement will not be used as a precedent in future cases of dismissal of tenured faculty. Saying that the Dubuque decision is actually a "non-decision with precious little supportive commentary", he pointed to three recent tenure cases at the Western Reserve University, the US District Court decision in the Lyman case at the University of Idaho and the US Court of Appeals decision in a case at the Oklahoma College of Liberal Arts, as "very strong, pro tenure decisions." If anything, these three cases, along with the Bloomfield case, where the decision is "tight, with much more evidence to take from", would be used as arguments to protect a tenured faculty member against dismissal.

At Dubuque, the German teacher, Rolf A. Lumpert, was given notice in February, 1972, that his contract for 1973-74 academic year would not be renewed. The university had decided to abolish its French and German departments and to offer the languages through a consortial arrangement with other institutions in Dubuque.

Professor Lumpert brought suit last summer, charging that the university had violated its contract with him. He asked for $289,000 in damages and said that the university should have dismissed all non-tenured faculty members before terminating any with tenure. He also said that the German department, of which he was the sole member, was enrolling enough students to be financially viable. The university's only professor of French who was notified of non-renewal at the same time as Professor Lumpert, took no legal action.

But Judge Nelson rejected Professor Lumpert's claim, saying that the university had adequate evidence to show that it had incurred deficits totalling to almost $100,000.

"Given the existence of the financial exigency", he said, "the choice of the solution to the problem belongs solely to the (university), subject only to the limitations of good faith."

The judgment said that the university "had to cut down in some one or more places and the determination of where that retrenchment should fall is strictly the province of the (university) with no right of review in court." The ruling also questioned the very nature of a contract for tenure as a lifelong commitment.

Judge Nelson said that the contract could be terminated by either party. Citing cases resolved by the Iowa Supreme Court that did not involve academic contracts, Judge Nelson said that in the absence of "any consideration beyond the employees promise to perform, a contract for permanence or lifelong employment is construed to be for an indefinite time, terminable at the will of either party." He added: "The rule is that where there is no consideration other than mutual promises and that consideration implicit in writing, then the term of the contract runs until either party desires to terminate on reasonable notice."

The Iowa Higher Education Association, the state affiliate of the National Education Association representing the faculty at Dubuque, will press for a re-consideration of the trial under jury rather than filing an appeal to a higher body. It hopes that a jury trial will reverse Judge Nelson's decision.

SPECIAL REPORT

Community Colleges in Canada

Dr. Gordon Campbell

Le professeur Campbell, qui a fait de nombreuses recherches sur les collèges communautaires au Canada, rappelle dans son article quelques-uns des motifs qui ont donné lieu à la création de collèges communautaires. Selon lui, ces collèges devaient préparer directement leurs élèves à entrer ou à retourner dans le monde du travail; préparer les élèves du secteur pré-professionnel à passer à l'université; dispenser l'enseignement général et des cours de rattrapage aux étudiants de tous âges; offrir une vaste gamme de services généraux à la population; offrir des services d'orientation et s'occuper particulièrement des étudiants à temps partiel. Le professeur Campbell rappelle d'autre part les débuts de l'enseignement collégial dans chacune des provinces, et examine les perspectives d'avenir de ce type d'établissement.

Among dowager circles, the community college is the *enfant terrible* of Canadian education. Its arrival has altered existing educational arrangements, threatened conventional ways of doing things, and consumed funds others wanted. It has forced governments to develop new administrative structures and to examine how the lifelong learning requirements of society can best be met. If it continues to be well cared for, the community c llege may provide some of the most promising educational achievements in the country.

Evolving Identity

Canadian colleges exhibit in varying degrees: ease of access, comprehensiveness, community outreach, emphasis upon the teaching/learning process, commitment to flexibility.

By and large, Canadian community colleges have adopted most, and in some cases, all of the following purposes:

(1) preparation for entry or reentry directly into employment

(2) preparation, after pre-professional education, for transfer to a university

(3) remedial and general education for students of all ages

(4) general services of a wide variety for the community

(5) counselling services

(6) particular concern for the part-time student.

At the heart of the college system (as well as the university system) is its admission policy. Colleges hold to the conviction that all citizens are educable; that educational opportunities must be available beyond the existing school and university systems to include a broader segment of society; that post-school education should be available within commuting distance (except in sparsely populated areas) for the many rather than the few. Implied in the community college "open-door" concept are some assumptions: low cost to students; psychological accessibility; diversified curricula; the option of leaving traditional academic pursuits temporarily to gain learning through other experience; careful counselling; the opportunity to change direction while in college; more educational scope and thus more career possibilities for the part-time student beyond the conventional school age.

The term *comprehensive,* although employed extensively in college literature, has no uniform meaning across Canada. In some provinces (Alberta and British Columbia, for instance), it implies a curriculum including: two years of university-level studies; career programs leading directly to employment; remedial-developmental programs and a variety of recreational, thematic and general education studies. Elsewhere, as in Ontario, colleges explicitly provide a vocational alternative to universities. Here, "comprehensive" suggests a range of remedial, general and technical studies and training leading to almost every other destination than a university. In Quebec, colleges are considered stage three in a comprehensive four-tiered total system (primary, secondary, college, university). Institutes of technology, agricultural colleges, marine schools are not included in legislation governing community colleges. However specialized, they are certainly comprehensive vocational colleges and, as such, are included in a broad definition of community college.

The community orientation of a college is determined by college philosophy, its leadership, its location (urban or rural), the education services asked for by the community, and its relationship to other educational institutions and agencies. There is no agreement as to what "community" in a college title signifies.

From the point of view of curriculum, "community" cannot be interpreted to mean merely that the program of instruction has been designed to meet local needs alone. To a degree not formerly anticipated, Ontario colleges are developing distinctive programs attractive to people outside a local vicinity. Indeed, many colleges across Canada offer instruction in subjects where no local employment possibility exists. In Saskatchewan it is estimated that one out of every three technical institute graduates each year leaves the province in search of employment. In sum, all colleges do have a community dimension, however interpreted. Some institutions may specialize in programs of local interest. For others, the community may be the province and beyond. For most colleges, especially as it concerns the local part-time student or the mature student over 18 (20 in Quebec) who lacks appropriate admission qualifications, "community" means the promise to promote the cultural, intellectual and social life of the district above and beyond regularly scheduled day and evening classes.

A college does not exist exclusively for tne university, or for industry and the professions or an elite; it provides also an oasis to which workers, youth and all who seek to learn, can regularly return. Increasingly, work and study are being interwoven throughout a lifetime. And, while it is a fact that much has been done to open colleges to all sorts of people, insufficient attention has been given to adjusting the method and content of education to meet their needs.

Colleges are teaching institutions, Whereas university faculty, in addition to teaching, are obliged through scholarly research and consulting, to contribute to the advancement of knowledge, college teachers are expected to give highest priority to excellence in the teaching/learning *process.* This is not to suggest that college instructors do not value research or that colleges ought not to conduct institutional research. The point is, rather that a college is a community of learners, not a community of advanced scholars. In this context, the centrality of the individual learner is paramount.

In their commitment to flexibility, colleges have set for themselves formidable and lofty goals: to generate motivation among students whose experience in secondary school turned them off learning; to serve effectively new economic and social classes; to establish classrooms anywhere in the community — highrise, storefront or church basement; to break the lock-step time bind in the traditional pacing of education; to offer persons of all ages the means of self-fulfillment. Thus dedicated, colleges must search out fresh approaches and serve new constituencies with zeal and imagination. Short-term study, remedial-development programs and opportunities for reentry of all age groups into vocational and general studies demand sensitive and often unprecedented mechanisms for adult learning.

British Columbia

No Canadian college system resembles more closely the American community junior college pattern than does that of British Columbia. At the same time, the early affiliation of B.C. colleges was peculiarly Canadian. Between 1903 and 1915 Victoria College (now the University of Victoria) was affiliated with McGill University although administered by the Victoria School Board and later, under the same administration, affiliated with The University of British Columbia (which also had been affiliated with McGill). The close alignment of colleges with school boards remains a salient characteristic of B.C.'s college system. (More than 46 of approximately 75 school districts are involved in the operation of colleges).

The architect of B.C. college development in the 1960's was undoubtedly John B. Macdonald. His report in 1962 *Higher Education in British Columbia and a Plan for the Future* recommended the establishment of two-year colleges for designated communities. Amendments to the *Public Schools Act* in 1958 permitted the formation of school district colleges "in which tuition in first and second year university work is offered by authority of a board of school trustees." Until 1963, colleges were obliged to be affiliated with the University of British Columbia. Amendments to the *Public Schools Act* in that year provided for the establishment and government of colleges as a responsibility of locally elected boards of school trustees and generally facilitated the implementation of the Macdonald Report. A college could be established only after citizens had passed a plebiscite (approval in principle) and a referendum (approval of specific local taxation for capital costs). School boards were easily successful in plebiscites; nearly everyone wanted a college. Referenda did not fare so well. Of

Editor's Note: A similar text was published in "Universities and Colleges of Canada", 1974, by Statistics Canada and The Association of Universities and Colleges of Canada

the three in the province put to ratepayers by school boards only one succeeded (supporting Selkirk College). In February, 1970, the government introduced major amendments to *The Public Schools Act:* vocational schools were to be "melded" with adjacent colleges; distinctions between regional district colleges were abandoned; the principal was removed from the voting membership on the college council (board of governors) but his authority as chief executive officer was more clearly defined; council would consist of two members appointed by government, the district superintendent of schools (since removed from council membership), school board appointees and community representatives appointed by government. Provision was not made for faculty or student representation.

Nine comprehensive colleges currently offer university transfer and career programs; one institute of technology concentrates upon technical training and studies at a high level of proficiency. A tenth college located in Abbotsford, named Fraser Valley College, was created in late 1974. Four colleges are located on the lower mainland, two on Vancouver Island and four in the interior. Seven colleges now have vocational divisions, which in British Columbia terminology means less technically sophisticated training for employment. The colleges are comprehensive and emphasize the "open door" admissions policy. In a survey of grade 12 students within college districts conducted by John Dennison and Alex Tunner in June 1972, students consistently were attracted to the nearest college as their choice for further studies rather than the university.

Outstanding changes are occurring in the British Columbia system. Following the election of a new Government in 1972, the Provinces assumed full cost of college capital development. A Task Force on the Community College was established by the Minister of Education in November, 1973, with the chairmanship of Hazel L'Estrange. It has completed a nine month public process which will lead to new directions for the college system. Following 75 public meetings in January and 100 meetings in May, the Task Force Report was made public in mid September of 1974. Its 110 recommendations dealt with major aspects of college governance, finance and institutional roles, including proposals for the first college act in British Columbia. Every region of British Columbia is to be served by community colleges. Colleges are to play regional roles by serving surrounding school districts as well as the informal education system. Major emphasis on community and continuing education is stressed. A feasibility study to uncover means of promoting life-long learning, such as worker educational leave, is recommended. Some recommendations have already been acted upon: financial assistance for full-time students in British Columbia has been tripled and aid for part-time students has been initiated.

The Province in 1974 passed its first Institute of Technology Act. Previously, BCIT had been administered directly by the Department of Education. The Act establishes a Board of Governors and corporate powers for BCIT.

The Minister of Education has promised an announcement of government policy before 1975 concerning the imaginative but contentious proposals of the Royal Commission on Post-Secondary Education in the Kootenay Region involving Selkirk College, Notre Dame University, The Kootenay School of Art and the former Nelson Vocational School.

Change and growth rarely occur without accompanying disruption. In September 1974 Vancouver City College was struck in a conflict involving the Vocational Instructors' Association. This incident is simply a reflection of the growing importance of collective bargaining procedures in all of the tertiary level institutions of B.C. and indeed, across Canada.

Alberta

Alberta had neither a *revolution tranquille* as did Quebec, nor an industrial complex, as did Ontario, to force a dramatic change in the educational structure. It shares with British Columbia a pattern of steady evolutionary growth. The college system simply evolved, precedent upon precedent, safely watched over by a stable government that had enjoyed the continuous confidence of the people for 36 years since its election in 1935.

Managed by locally elected school boards and funded by local taxation, a public junior college was established first at Lethbridge in 1957 under provisions of *The Alberta Public School Act. The Public Junior Colleges Act, 1958,* required junior colleges to be affiliated with a university and to be supported in part by local taxation. Colleges developed at Red Deer (1964), Medicine Hat (1965), Grande Prairie and Calgary (1966). New legislation, *The Colleges Act, 1969,* realigned the existing system and added to it the Alberta Colleges Commission, a nine-member board having wide financial and other regulatory powers. Under the 1969 legislation colleges became independent of local school divisions and support by local taxation was replaced by provincial financing. A revised structure for college boards provided for eight members including five selected by the government, the president, a faculty and a student representative. (Other provinces having student and faculty board representation are Quebec and Saskatchewan). As before, colleges were to be comprehensive, offering career, university parallel and general education programs.

During 1969-70 there were two major developments. A government white paper, *Post-Secondary Education Until 1972,* announced the establishment of a new university and community college in the Edmonton area. Later the government commissioned Walter H. Worth to study the province's educational system. His report *A Choice of Futures* three years later made sweeping recommendations concerning colleges. For instance, it proposed (what since has been implemented) the dissolution of the Alberta Colleges Commission and the Alberta Universities Commission and the creation of a department of advanced education (to work with the existing department of education). All colleges, institutes of technology, agricultural and vocational schools now come under the Department of Advanced Education. Before the Alberta Colleges Commission was dissolved in March, 1973, it had conducted an extensive and much respected program of research and planning, including a *Master Plan for Non-University Colleges,* published in September, 1972.

Three major developments affecting the college system occurred in 1974. First, the final report proposing an Alberta-British Columbia College for the Peace River Region was tabled concurrently in

the legislatures of both provinces in May. The report proposes an amalgamation of Grande Prairie Regional College and Fairview College, and affiliation with various educational centres in northeastern British Columbia. Second, the government established a council on transferability on which sit representatives of universities and colleges. The government is to appoint a full-time chairman. This decisive move represents a determination on the part of the government to remedy dissatisfactions accumulated over the years concerning the appropriate placement for all students entering and transferring within Alberta's tertiary level institutions. Third, the Government has established a far-reaching Program Coordination Policy. The main purpose of the policy is to provide a systematic and fair means by which the research, development, evaluation and implementation of new programs can be coordinated in all of Alberta's universities and colleges.

According to the statistics of the Department of Advanced Education, there was in 1973-74 a total full-time enrolment of the public college system of *5930* compared to the equivalent enrolment basis of *7865* in the two institutes of technology. In other words, there were more students in the two institutes of technology than in the *six* colleges combined. The full-time enrolment in the three agricultural colleges was *816*. The combined enrolment of public colleges, agriculture colleges and institutes of technology was *14,611*, which represents 65% of the 18-24 year old population of 214,000 as compared to a total full-time enrolment of *13,660*, in the first two years of Alberta's universities. In other words, about the same number of new students enrolled in universities as in colleges.

Saskatchewan

Saskatchewan governments have broken new ground with social legislation and the *Community Colleges Act* of 1973 promises to be no exception.

...If it continues to be well cared for, the community college may provide some of the most promising educational achievements in the country...

The act permits the formation of regional college boards with authority for all adult programming in their respective area. It establishes a college system without a campus or new buildings; it envisages adult learning (as distinguished from schooling) as a fundamental *process* of democratic society that begins where people are and on *their* terms. "Whether the organization being formulated is appropriately called a community college system rather than an extensive development of continuing education classes, long familiar to rural Saskatchewan citizens particularly, remains to be determined.

The province has been some time getting to this adventuresome point. In the thirties, there were seven "junior" colleges in the province, a number of them church related. Most of these either affiliated with the University of Saskatchewan or became high schools. The first adult education branch of the department of education was established in 1944. Between then and 1950, there was an extensive adult education "lighted school" program coordinated by regional field men assisting communities in the development of the arts, public affairs and human relations. The Centre for Community Studies, created at the University in 1957, gained national recognition for its approach to rural community development. By 1966 the Centre had been disbanded and the adult education branch was phased out, and the regional field staff withdrawn. In 1967, a committee chaired by President J. W. Spinks of the University of Saskatchewan urged that a "middle-range" college system be established. An advisory committee reporting to the minister of education proposed in 1970 that a system of "colleges of applied arts and sciences" be instituted in the province's four largest cities. The committee's report included draft legislation.

A new government, elected June 23, 1971, convened two conferences to assess the proposed draft legislation. They found it wanting; the proposals seemed too traditional, too little concerned about people and about rural community development. Setting the draft aside, the minister of education charged an advisory committee with responsibility to search the province for a more appropriate concept. Fifty meetings were held involving some 3,000 citizens. The committee reported on August 15, 1972, recommending a provincial system unlike any other in Canada.

The key word in the new proposal is not "college" but "community". Permanent staff, like permanent courses, are to be avoided where possible; instead the college will use local resources and will contract services from universities and technical institutes. Full use will be made of regional and provincial libraries and other government agencies. Following the completion of the college report, the chairman of the advisory committee, Ron Faris, was commissioned to report on the development of an integrated college — educational communications system for the Province. His SASKMEDIA Report (June 1973) recommended integrating college and communications development using the regional library system as the provincial media distribution mechanism. The college report was acted upon quickly. Four pilot areas, each with unique demographic characteristics, were established after an initial "college — community development process". The first colleges have been operating for over a year and five more colleges have just been announced, in order that all of Saskatchewan will be served by community colleges by 1975. In short, Saskatchewan has launched an experiment to determine if a provincial community college system can be created in which the provision of learning opportunities is acknowledged to be a community rather than in an institutional concern. Implications of this undertaking are far-reaching. Power in hands of learners rather than institutions, leaves educators faced with unfamiliar dilemmas.

Saskatchewan is continuing, meanwhile, to be served by three institutes of technology governed directly by the Department of Continuing Education, Colleges Branch. On September 1, 1973, the Saskatoon institute changed its name to Kelsey Institute of Applied Arts and Sciences; the Regina institute is now called Wascana Institute of Applied Arts and Sciences. The name of the Saskatchewan Technical Institute at Moose Jaw remains unchanged.

In their first season, the four colleges gave 1,090 courses to 15,582 people including seven university credit courses, 17 job training courses and more than 1,000 general interest courses averaging 20 to 25 hours per course. From the planning stage in late 1972 until the end of March, 1974, the community Colleges had cost the province only $734,000 including special start-up grants of $114,000. In sum, the government is attempting to implement a college concept at low operating cost free from costly buildings and staff and emphasizing mobility, flexibility and maximum initiative within each community.

Manitoba

Manitoba shared with its sister prairie provinces a tradition of private church-related colleges and public technical schools. Following the election of the NDP government June 25, 1969, the Manitoba Institute of Technology and two vocational schools were renamed as community colleges in 1969 although their structure and function remained largely unchanged. The colleges are managed not by a board of governors but directly by the Department of Colleges and University Affairs.

A task force on post-secondary education, established in February 1972 under the chairmanship of Michael Oliver, president of Carleton University, recommended in November 1973, major reforms affecting colleges. The task force proposed that a commission on post-secondary education be formed and that post-school education be regionally organized. Winnipeg was to be divided into two regions, one responsible for francophone education within the city and throughout the province. The remainder of the province was to be divided into four regions. Regional coordinators would assist communities in contracting services with universities and community colleges. The task force was critical of centralization, inflexibility and lack of local control within the existing structure. It urged administrative decentralization, especially within the provincial government offices, less dependence upon federally funded adult retraining and a system of financing each college separately. The task force recommendations are currently under review by government officials.

Ontario

One of the more spectacular developments in the history of Canadian education was initiated on May 21, 1965 when the then Minister of Education of Ontario, William G. Davis, introduced Bill 153, *An Act to Amend the Department of Education Act* to provide for the immediate development of a system of colleges of applied arts and technology (CAAT). Davis defined the situation as a crisis. In the past, Ontario had attended to such crises by alteration or addition to its secondary or university systems. The new college bill created, however, an entirely new system of post-school institutions as a valid alternative to universities and not as feeder stations for them. Twenty colleges were put together in the course of a few months. Some were created from scratch; others incorporated the four existing institutes of technology, three vocational centers, the Haileybury School of Mines, and three institutes of trades.

The CAAT system, let it be emphasized, was intended not to be a mere aping of the American junior college model, which is largely based on the university transfer system, but rather a genuine alternative to the university with functions different from it and with a deep commitment to local communities. (There is still no university transfer route within the Ontario system although the universities of Ontario have agreed to admit with advanced standing college graduates on the basis of individual merit. The emphasis, however, is upon the so called career student, the student being prepared by the CAAT system for paraprofessional occupations in business, industry and public services of all kinds.)

The rationale for Bill 153 can be briefly summarized. First, it made sound political sense somehow to cater to the training needs of a legion of high school graduates across the province who needed technical training for employment but who were either unable or unwilling to gain admittance to a university. (The fact that the federal government had made available to provinces a handsome program of financial support for vocational training-support not available for purely academic programs — probably contributed to the provincial government's enthusiasm.) Second, the heated industrial economy required more competently qualified manpower. Third, the government already had put into train massive reforms expanding the secondary and university sectors; required now was a host of full-time and part-time opportunities for those citizens who had not previously been served at all. Finally, a new stream of high school graduates whose training did not prepare them for entry to a university would graduate in 1966 and be turned out on the labor market. The colleges were to bring equality of educational opportunity to high school graduates for whom hitherto the only alternative to university had been the world of work.

...in Ontario the colleges are dominated by remote forces to a degree that universities would never tolerate...

Today the aspiring student can attend 14 publicly supported universities, one privately supported university, one poly-technical institute, a college of art, four colleges of agricultural technology, and a number of professional schools in addition to 22 CAATs — the latter having campuses in over 50 cities and towns. As of September, 1973, all schools of nursing in Ontario were incorporated into the CAAT system. Financial control of the colleges rests with the ministry of colleges and universities through the college affairs branch. An advisory group to the minister, the Ontario council of regents, consisting of 15 members appointed by the government, advises on new programs and matters other than financial. Allocation of funds rests with the branch. Each college is organized as a separate corporation with a 12 member board of governors. The college president is an ex-officio member.

As in Quebec, the government of Ontario in the

1960's used the post-school, non-university system generally as an instrument of social reform and to provide access to further education for any citizen willing and able to make use of it. The new institutions, together with existing ones were funded lavishly. The government has been equally generous in fiscal support systems for individual students. The question in the late 1960's was whether college and university costs should remain such a high priority. A commission to inquire into this and related post-secondary matters was established on April 15, 1969; its final report, *The Learning Society* was submitted December 20, 1972.

What concerned the commission was the limited degree of decision-making powers within individual colleges. Given a centralization of power, local initiatives may be thwarted, thus making a *community* college a contradiction in terms. Students and faculty, for example, are not represented on the board. (About half the colleges now have faculty and student observers at board meetings; there is increasing pressure to have them appointed to the board.) Further, under the Crown Employees Collective Bargaining Act, negotiations for Ontario's 5,500 college instructors in 1974 were conducted at the provincial level by the Civil Service Association of Ontario. (This figure includes the teaching staff of the former nursing schools, which have now been absorbed into the CAAT system.) In sum, colleges are dominated by remote forces to a degree that universities would never tolerate.

Ontario's colleges in 1974 faced a faculty-administration bargaining crisis of serious proportions. There is abundant evidence that the present system of management-employee decision-making is inappropriate for a college system. Inordinate

...a college is a community of learners, not a community of advanced scholars...

fears and tensions between levels of management and faculty have tended to lead to the use of provincially negotiated contracts as the major determinant of working conditions and the yardstick of reward. College teachers have been working without a contract since September 1, 1973.

A report released by the *Joint Committee on Co-operation between Universities and Colleges* reveals an increase in activities and interchange in areas of mutual concern, such as admission procedure, transfer and sharing of resources. For instance, a three-year Art Education program is operated jointly by Sheridan College and Erindale College of the University of Toronto. Five of the 15 credits required for the B.A. degree at the University of Toronto may be obtained at Sheridan. Other areas of university-college cooperation designed to prevent duplication of facilities and programs within a community are described in the report.

While government initiatives have proven beneficial in the birth and growth of colleges, a larger degree of decentralization and freedom for individual colleges to serve society in a multiplicity of ways is clearly called for. The commission proposed that individual CAATs wishing to award distinctive bachelors' degrees to students who had successfully completed appropriate three-year programs should be permitted to do so. Colleges raised dissenting voices. (One would have thought that the case had been made to diminish rather than to enhance the significance of paper badges. That a "peoples college" graduate had the right to be judged on performance rather than institutional certification seems axiomatic.)

Ontario's colleges give striking evidence of citizen support. Full-time enrolment increased 10% in 1974 over 1973 and muti-year plans indicate an annual 8% growth rate. Part-time enrolment annually increases in the neighborhood of 50%. Official enrolment statistics issued March 1, 1974 by the Ministry of Colleges and Universities indicate that the 22 colleges enlisted 16,330 full-time students in retraining, 2,510 in apprenticeship, 51,878 entitled "post-secondary" for a total of 70,718. This figure added to a part-time enrolment of 96,806 gives a total of full and part-time enrolment of 167,524. All enrolments stated above are for a certain period in time rather than cumulative for the year.

Quebec

It remains to be determined whether Quebec's quiet revolution in education has spent its force and has enhanced efficiency and fairness without diminishing freedom and initiative. Certainly the scope of educational reformulation over the past decade leaves the outsider awed and disbelieving. Roman Catholic churches, schools, and colleges, once the enthronement of power and prestige have given way to the forces of the secular city. By the spring of 1966, a department of education has been established — the first in the history of Quebec. Secondary education had expanded rapidly, urbanization had increased, the birth rate had declined. Whereas anglophones were once privileged, powerful and secure, they were now forced to look anew at their language rights, their educational and economic privileges or risk losing them. While extraordinary efforts were made to preserve certain elements of traditional Quebec culture, reverence for the past had become transformed into a passion for the present, a resolve to be *maîtres chez-nous*. Towards that end, the educational machinery had to be totally overhauled.

Prior to the 1960's, education in Quebec was largely either catholic and French or protestant and English. For the French, education was largely the prerogative of the church; the English were given free rein to operate as they saw fit. (Anglo-catholics had carved out their own existence within the French-catholic sector.) A critical turning point in the *ancien régime* occurred in May, 1961, when the government set up a Royal Commission of Inquiry on Education chaired by Monsignor Alphonse-Marie Parent. The commission — balanced and authoritative — became the architect for massive reforms in the educational structure. Volumes two and three of the report, issued in October 1964, recommended the formation of "institutes" — comprehensive institutions for post-school students preparing them either for university or employment. In June, 1967, the National Assembly passed a bill creating *collèges d'enseignement général et professionnel* (CEGEP). By September 1967, twelve CEGEP (colleges of general and vocational education) had been formed and within five years some thirty-seven dotted the province. Currently there are four English-language colleges in the Montreal area. In addition there are twenty-eight private fee-paying colleges financed 80% publicly.

As a rule, CEGEP were not created afresh but were built from a re-organization of existing institutions including normal schools, classical colleges and technical institutes. Administered by a public corporation comprising representatives of faculty, students, parents and community, the colleges offered, tuition free, an astonishing breadth of programs with striking contrasts between rural and urban settings. Taken together, the overriding purpose, in the words of the Parent Report, was to provide opportunities "for everyone to continue his studies in the field which best suits his abilities, his tastes and his interests up to the most advanced level he has the capacity to reach." There exists now a certain number of regional colleges whose primary goal is to respond to an area larger than a local district. While the CEGEP are autonomous public corporations, they depend for revenues wholly on the department of education. The departmental agency *Direction générale de l'Enseignement collégial* (DIGEC) regulates budget and issues guidelines regarding curriculum and administrative structures.

Quebec is the only province where university bound students must enrol first in a community college. Before the CEGEP were created, Quebec had one of the lowest university ratios in all of Canada. The CEGEP and the creation of the Université du Québec in 1969 gave francophone students greater access to the university studies and substantially increased university enrolment.

The growth of the CEGEP system has been steady though uneven and restive. Given the enormity of the sociological, as well as educational changes, it is understandable that pressures would develop inside and outside college walls. First are the strains of change and growth. Curricular problems, inadequate facilities, shifts from classical studies to technical programs, administrators attuned to past needs and student anxiety about employment were among the factors contributing to a province-wide student strike in October, 1968, that closed the CEGEP for a while. Recently the government found itself in a hailstorm of controversy after its decisions to reclassify instructors. Particularly hard hit was the English element. Second, financial strains, while not unique to Quebec, are especially difficult to bear when exacerbated by inadequate facilities. Third, a collision between the rhetoric and reality of the CEGEP system appears inevitable if it continues to nourish doctrines of social justice and full employment and then finds that jobs cannot be found for the graduate. These questions are currently being given intensive study. The Superior Council of Education, an independent advisory body to the Quebec ministry of education, has accepted a request by the education minister to undertake an extensive evaluation and assessment of the programs, administration and objectives of the CEGEP. It will report in late 1974. Considering the corps of masters the CEGEP is obliged to serve—parents, government, industry, professions, taxpayers, not to mention students (with rising expectations) and faculty (with reclassification difficulties)—the present success of the CEGEP is a great tribute to CEGEP educators.

Atlantic Provinces

There is a long history of post-school education in the Atlantic provinces. It appears as elsewhere, to be determined as much by politics, race, religion and geography as by educational need. A number of colleges serve a variety of constituencies in the Atlantic provinces — institutes of technology; an agricultural college; a navigation school; a land survey institute; a college of fisheries, marine engineering and electronics — but these do not everywhere function as a system comparable to those in other provinces. A variety of pressures, including the opportunity to share available federal resources among the four provinces, is hastening movement

...the Parent Commission in Quebec became the architect for massive reforms in the educational structure...

towards college systems with more community control.

The Maritime Provinces Higher Education Act has been proclaimed by the three Maritime Provinces, namely, Nova Scotia, New Brunswick and Prince Edward Island. The acts establishing the New Brunswick Higher Education Commission, the Nova Scotia Grants Commission and the Prince Edward Island Higher Education Commission have been repealed. The Maritime Provinces Higher Education Commission has been established under authority of the Maritime Provinces Higher Education Commission Act. The Commission advises the three Governments concerning post-school education in the Maritime Provinces.

The New Brunswick Government has enacted legislation establishing The New Brunswick Community College. Proclaimed November 1, 1973, the Act provides for one provincial board of governors. This new corporate body has the responsibility of advising the ministry of education regarding the pattern and administration of all post-school non-degree programs. The Act requires the province to be divided into college regions. Five regional boards have been established to facilitate close communication with the public.

With the proclamation of this legislation, New Brunswick now inaugurates yet another Canadian model of a provincial college system. New Brunswick did not have comprehensive community colleges offering *both* programs for university preparedness and job readiness. There were two year institutions which provided some academic programs and institutes of technology which offered job oriented programs. These two categories were not combined in any one institution. One reason for the construction of a system with one province-wide board is the flexibility and coordination it affords. Technology, trade and special programs are now operated under the same administration. Previously, institutes of technology operated without a board; they reported directly to the department of education. The new structure is expected to permit greater community consultation and to place the board in closer touch with the needs of students rather than the needs of

the staff. In creating a board, albeit a single province-wide body governing all institutions, New Brunswick has followed the lead of the other provinces in interposing a lay body between an institution and the government. Curiously, the provincial board has similarities to the now disbanded Alberta Colleges Commission and to the continuing Ontario Council of Regents.

The only college in Prince Edward Island, Holland College, was founded in 1969. It was modeled along the lines of the Ontario colleges; indeed, its letterhead proudly asserts that it is "A College of Applied Arts and Technology in Prince Edward Island." A revised statement of college objectives prepared jointly by representatives of the board, faculty and students emphasizes its character as a technical training institution "for students seeking jobs at semi-professional levels." Very little retraining is done as most of the students are post high school.

In 1968, a Royal Commission on Education and Youth in Newfoundland urged the establishment of community colleges. While there are currently strong feelings that community colleges offering comprehensive programs should be developed, there is no official policy on the matter. In June, 1973, a regional college of Memorial University was established at Corner Brook, thus enabling students who live hundreds of miles from St. John's to complete two years of study toward the baccalaureate degree. The director of the college continues as a member of Memorial's faculty. A two year diploma program is also available at the college for those not pursuing a degree. Two technical institutes in Newfoundland — the College of Fisheries and the College of Trades and Technology both operate under their own legislation; both have a board of governors.

No formalized community college system exists in Nova Scotia nor is there widespread concern for

...a collision between the rhetoric and reality of the CEGEP continues to nourish doctrines of social justice and full employment and then finds that jobs cannot be found for the graduate...

one. (The recently published report of the Royal Commission on *Education, Public Service and Provincial-Municipal Relations* does not mention the community college concept.) Nonetheless, Nova Scotia has long been served by specialized institutions offering post-school programs. The Nova Scotia Institute of Technology, the Nova Scotia Land Survey Institute and the Nova Scotia Teachers College are operated directly by the department of education. The Nova Scotia Agricultural College, operated by the provincial department of agriculture, offers three years of study toward a degree as well as non-degree programs. Perhaps the most significant development in post-school, non-degree studies in 1973 was the mergers creating two new institutions. The former Nova Scotia Eastern Institute of Technology joined with St. Francis Xavier University, Sydney Campus, (formerly Xavier Junior College) to form a new autonomous institution with its own board of governors known as the College of Cape Breton. The Act was proclaimed in the summer of 1974. The Marine Navigation School and the Marine Engineering School have been amalgamated and named the Nova Scotia Nautical Institute. Although these new alignments represent a move toward greater economy, efficiency and service to students, Nova Scotia remains (with Newfoundland) as the last province yet to overhaul its college machinery and create a province-wide college system.

Issues

The first issue involves the changing partnership between government and colleges. The long-term coordination and administration of colleges is currently a concern of most provincial governments. While direct government administration of colleges is inappropriate, there is a clear public demand for greater planning and coordination and economy.

There are at least four patterns of provincial government management of colleges: (a) direct establishment and operation of institutions — a pattern now largely confined to institutes of technology in Western Canada and the Atlantic provinces; (b) a triangular partnership between the government, the colleges and the school district boards — a pattern now existing only in British Columbia; (c) much delegation of provincial administrative responsibility to college boards which are coordinated by a provincial commission or board — a pattern operating in Ontario and New Brunswick; (d) a partnership between the department of education and college boards supplemented by non-governmental college association, as in Quebec. In all of these approaches, the contribution of the federal government is subtle, usually disguised, but nonetheless substantial to the capital and operating costs of every public college.

Much more public debate is needed to work out the means through which Canadian colleges and their communities can expedite the national, social and cultural goals as determined by the governments of Canada. An examination of the extraordinary diversity of college-government relationships and the national interest might give rise to such questions as: How is the national concern for trained manpower and the transmission of cultural values to be effected on an on-going basis? How is the public's right to have their community colleges give adequate community services to adults best assured? With increased governmental control, how is local initiative to be maintained? How long do we want the federal government to remain a silent (albeit substantial) partner in the operation of colleges? How can centralization of decision-making powers increase without losing local distinctiveness and flexibility?

A second issue concerns the status of the institutes of technology in British Columbia, Alberta, Saskatchewan and the Atlantic provinces. With the recent exceptions of British Columbia all are managed directly by departments of government; their personnel are civil servants. In Quebec, Ontario and Manitoba, existing institutes were absorbed into the college system as it developed in these provinces. Ryerson Polytechnical in Ontario was an exception. In Saskatchewan, however, a recent request of the institutes to have "college" in their titles was refused, presumably to emphasize their distinctiveness from colleges currently under development. In Alberta there has been much debate as to whether the two institutes of technology should be included operationally in the community college system. Provision was made for such an eventuality in the *Colleges Act, 1969* now under review.

In the three western provinces in particular, the question appears to be whether greater coordination, more equitable distribution of funds, and better planning at the provincial level and more effective service (less duplication and competition) to students at the local level would result if institutes were to be administered as other colleges are, while at the same time maintaining their specialized character and the high level of public appreciation they currently enjoy. An additional question is whether the institutes should become, as Ryerson Polytech has, degree granting in particular programs.

A third issue concerns what is *not* known about colleges. Education is Canada's biggest industry. One of every three persons is either a teacher or a student or employed by an educational institution. Twenty cents of every tax dollar raised from all sources goes to education. Colleges are not inexpensive. According to the "Worth Report", an estimate (1970) by the University of Alberta to maintain a first-year student in the faculty of arts was $7,726; the average per student expenditure in Alberta's colleges and institutes was $1,967. Ontario has spent more than 300 million dollars so far in capital investment alone in colleges. On September 26, 1973, the minister of education in British Columbia announced that her province would be spending one hundred million dollars over a five-year period on a greatly accelerated program to increase the number of colleges and to provide existing institutions with better facilities. (While these figures indicate a considerable investment in college level education, Canada still has fewer college students proportionately than the United States.) In view of college costs, it seems extraordinary that so little research, planning and publication has been undertaken.

The 1970's require a continuous study of a model or models against which to test the effectiveness of particular types of institutions in achieving societal goals. We have seen (and are seeing) the creation of entirely new provincial systems of post-school education to serve a new clientele. Lacking in most provinces prior to the creation of these college systems was a carefully constructed long-range plan. Federal money was found to be available; politicians decided that more institutions were needed and suggested that more was better. The more young adults there are in a classroom for a longer period, the greater the number off unemployment insurance rolls (and the street), the better things are. Impressive as more is, however, the net effect is not known. Little effort has been made on a national basis to study the flow of students through secondary school into various types of institutes, colleges and universities and from there to employment. From a Canadian perspective, the lack of in-depth analyses and the shortage of statistical information about the operation of colleges is something of a disgrace. Very little is known about the mature adult students — where they have come from, why they are studying and what they are going to do. Greater scope and intensity of institutional research and provincial analysis are required throughout the country.

A fourth issue concerns the need for various groupings of college personnel in Canada to meet with one another and discover the ways in which colleges sensitively reflect the social climate, the wealth, the mood for change and above all the political forces (the ultimate decision-makers) operative in each province. Every province has responded to its non-university further education needs in a distinctive fashion. For years, American literature, American models have been the guidelines. The opportunity now exists to study some remarkably creative social inventions right at home. Yet the chance to do so on an interprovincial basis is extremely limited. Some provinces virtually forbid out-of-province travel for college personnel.

... education is Canada's biggest industry...

A fifth issue is the cleavage, now becoming acute, between the promises found in college calendars and the reality. The performance of colleges in community outreach, in programs for persons beyond the conventional college age, in counselling, in imaginative work/study opportunities for students, needs serious examination. (Concerning the latter, a happy exception is the Quebec invention of the college *animateur* — a teacher/-counsellor who facilitates the out-of-class learning interests of students.) In a word, there are those who seriously question the capacity of colleges, institution-bound as so many are, to provide valid learning alternatives to traditional modes of learning. The notion that colleges are altering class lines in Canada and contributing to the greater social mobility and democratization of Canadians is a dubious proposition. Indeed, the opposite may be the case. In any event, colleges must tenaciously resist the pressures to become status quo, middle class organizations. Accessibility needs to be greatly enlarged; the barriers — psychological and spiritual — which deter young and old alike from going, or at least returning, to college must be overcome, if current college rhetoric is to tell it the way it is.

Dr. Campbell is the author of ***Community Colleges in Canada*** *published in 1971 by Ryerson-McGraw Hill, and other works including an annotated bibliography of English and French documents and studies about colleges. A book on the sociological origins of colleges in Alberta is to be published in 1975 by McClelland and Stewart. Dr. Campbell has been awarded a Canada Council research fellowship to continue research relating to colleges. Inquiries and correspondence should be addressed to Dr. G. Campbell, faculty of education. The University of Lethbridge, Lethbridge, Alberta T1K 3M4.*

Collective Bargaining in B.C. Community Colleges — the first steps

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Les auteurs, tous deux professeurs au Capilano College, esquissent brièvement l'historique de la négociation collective chez les professeurs des collèges communautaires de la Colombie-Britannique, en faisant ressortir le rôle joué par chacune des associations de professeurs dans la syndicalisation du personnel enseignant. Ils affirment que la décision rendue dans l'affaire Wheeldon, à l'Université Simon Fraser, a marqué une étape, car elle a convaincu de nombreux professeurs, par toute la province, de la nécessité de recourir à la négociation syndicale pour donner force de loi à leurs conventions avec les administrations.

Collective bargaining in the academic community is a relatively new phenomenon. Even more recent is the phenomenon of collective bargaining under the legal protection of provincial labour codes. However, the rapidity with which it is sweeping academia indicates that there are some major problem areas in post-secondary institutions which are not capable of resolution by the old style "gentlemen's agreement". The colleges in British Columbia are in the vanguard in terms of collective bargaining. There are several reasons for this which this paper will attempt to outline. It will also give some analysis of the current contract settlements that have been reached.

The nine two-year colleges in B.C. formed a provincial federation early in their history.[1] Known as the College Faculties Federation, the organization in its first year of operation, 1970, saw its priorities chiefly in the area of professional development. The intention was for the C.F.F. to host conferences at which matters pertaining to teaching practice and discipline development could be discussed. However, by the middle of its second year of operation, political realities forced the membership of the C.F.F. to change its priorities to an overwhelming emphasis on salary and working conditions.

In 1971, the Social Credit government in British Columbia began a series of verbal attacks on various professional groups in B.C. including doctors, social workers, and teachers. As the year progressed, these verbal attacks were accompanied by more substantial assaults such as cuts in budgets, the removal of the B.C.T.F. closed shop and the striking of a legislative committee to examine tenure. The final blow was the government's implementation of a 6.5% ceiling on salary increases in the public sector.

Although only the salary ceiling was of direct importance to college faculty,[2] the climate that was created made many faculty nervous. This state of mind was not helped by the fact that the college administrators frequently pointed to bulging files of letters requesting positions from individuals who were relatively well-qualified in their disciplines.

As a result of a decision handed down in the B.C. Supreme Court regarding Prudence Wheeldon of Simon Fraser University[3] college faculty became more concerned about the validity of the agreements which had been worked out between faculty associations and college councils.[4] Recognizing its members' concerns the C.F.F. requested a lawyer to vet the agreements and determine the legality of the faculty handbooks or working conditions agreements. His opinion was that only two colleges had any contractual agreements with their councils and only one had a contract that covered a broad range of topics.

The state of uneasiness which resulted when this opinion was circulated was enhanced by a government announcement to the effect that two-year colleges and vocational schools were to be "melded".

The melding proposal was largely the result of interior college councils' fruitless search for land and buildings. It meant that the academic and career courses of the two-year colleges would have some more permanent site than high schools and church basements. However college faculty reacted with alarm. The vocational instructors' work load was different,[5] they had no release time for preparation of new courses or for professional development, and their salary scales and pension plans differed considerably. The most difficult factor for most college faculty was that vocational instructors were members of the British Columbia Government Employees Union as they were considered to be civil servants.

The C.F.F. executive undertook the responsibility of opening liaison between the Society of Vocational Instructors,[6] the B.C.G.E.U., and college faculty. This liaison was facilitated when C.F.F. joined other public sector employee groups in political action to oust the Social Credit government in the 1972 provincial election.

NDP victory — the arrival of the millennium?

In August 1972, the new N.D.P. government came into power, and many college faculty felt convinced that their difficulties were at an end. However, the whole field of education had been neglected by the previous administration and priorities for action had to be set. The colleges were not the first priority.

The C.F.F. approached the Minister of Education early in her tenure in office and requested first, that she put a stop to the meld until such time as an educational rationale could be provided and second, that she enact legislation to give college faculty legal status when entering into bargaining with councils. The Minister was reluctant to agree to this as she was planning to develop new College legislation.[7] She recommended, however, that college faculty seek certification under the Labour Relations Act.[8]

The executive of the C.F.F. discussed this recommendation at a meeting on the Rememberance Day holiday of 1972. It was a long and very intense discussion into which were interjected all the problems and fears of a group embarking on uncharted waters. A few at the meeting were philosophically opposed to unionism or were sure that their membership would be. Many had a very unclear attitude as to what certification would mean. Some were enthusiastic and it was their enthusiasm and reasoning which eventually won the day. By the end of the afternoon, the C.F.F. executive had passed a motion recommending that all its members seek certification under the Labour Relations Act. However, the meeting also recommended that members not seek affiliation with any other trade union.

These decisions were received with a mixed response in the local colleges. The old battle cry of "professionalism" was raised along with the spectre of declining enrolments when the inevitable strike occurred. The proponents of certification responded by discussing the advantages of legal status under the Act, the possibility of mediation when stalemate occurred in bargaining, and the clout which certification would provide if bargaining and/or mediation failed. The discussions might have gone on for longer had not local issues provided some graphic evidence for the proponents of unionism.

The faculty at Vancouver Community College[9] were informed that the old work load of eight months teaching and four months combined holiday and professional development time was to be replaced by a ten-month duty period. When it became apparent that the principal and the college council were determined to implement this new regime in the face of total faculty opposition, the Faculty Association at V.C.C instituted proceedings to obtain certification under the Act.[10] With more than 80% of their membership behind them, the V.C.C. faculty executive were aware that their action had implications far beyond their own college. The oldest, largest and therefore the richest of the faculty associations, V.C.C. was carrying the certification flag for all the colleges.

Battle for certification

The battle was not easily won. The administration entered a successful intervention against the first certification attempt on the grounds that there should be a single bargaining unit for all instructors employed by V.C.C. With the meld, Vancouver Vocational Institute had become part of V.C.C. The instructors at V.V.I. were part of the oldest certified teaching union in the province and they had no desire to tamper with their history and traditions. Geographically separate, the Langara campus where the academic and technical courses were offered had had a similar lengthy history although only as a faculty association.[11] It appeared as though the Labour Relations Board were not sympathetic to the historical arguments put forward by the Langara faculty, when the application for certification by Malaspina College academic faculty was also turned down because the vocational instructors were not included.

At this point, the good relations established with the B.C. Government Employees Union became useful. The executive of the C.F.F. and the General Secretary of the B.C.G.E.U. made a joint submission to the Minister of Education and the Minister of Labour. The group requested that the policy on the meld be clarified particularly in the areas of personnel policy. They also requested that a commission be set up to look into the meld and make recommendations to the minsiter. To deal with the current situation the Labour Minister agreed that separate certifications for vocational and academic instructors was an appropriate course.

When V.C.C. made their appeal against the refusal to certify the faculty association, the Labour Minister's suggestion was forwarded to the Board. When the Board's decision came down in the spring of 1973, B.C. colleges had their first certification.

Since that time, all but one college has certified or is in the process of certification. The exception is the College of New Caledonia in Prince George which had a legally binding agreement with the college council that lacks only a grievance procedure. However, it is clear that certification can turn into a pyrrhic victory if it is not accompanied by a good first contract.

Because the precedents for contracts in the academic area are minimal, it is imperative that all who are about to engage in bargaining familiarize themselves with all available information and then be prepared to share with others the information that their own experience has produced.

To that end, we include a close examination of three contracts from the B.C. experience with brief mention of a fourth. The analysis is directed toward pointing up the lessons to be learned rather than to a specific study of each contract.

Vancouver Community College, Langara Campus was the first of the Colleges to sign a collective agreement. These negotiations were conducted on the faculty side by volunteer representatives from the Faculty Association, on the administrative side by a professional negotiator hired full time by the Vancouver School Board. The agreement they sign-

ed was a watermark for the other Colleges. Much of the detailed work in formulating leave policies, benefits, and definitions of members in the bargaining unit have been adopted wholesale or amended only slightly by other negotiating committees. The V.C.C. agreement contains all the normal areas of working conditions such as selection, appointment, evaluation, terminations of various kinds, maximum duty hours per week and a reduction sequence (subsequently labelled by some the self-destruct clause!) Emphasis in this first College agreement was on establishing the presence of various working conditions and benefits as negotiable items thereby defeating the ubiquitous Managements Rights argument. This kind of emphasis does not usually permit the creation of tremendously innovative precedents within the individual clauses but it is a necessary first step permitting negotiations to go further in the next round of bargaining.

The Capilano College agreement, a product of approximately six months and 150 hours of direct negotiations shows in its result the work done by the faculty at V.C.C. Again negotiations were conducted on the facultys' behalf by volunteers elected from the Faculty Association, on the Administration's behalf by a professional negotiator brought in for this purpose.

Social Credit's verbal attacks on professionals, including teachers, were accompanied by cuts in budgets and the striking of a legislative committee to examine tenure.

Negotiation details

Although negotiations began badly—the faculty had five counts of unfair labour practices under the Code against the administration. The atmosphere gradually became more reasoned and bargaining continued without intervention until a settlement was reached less than twenty-four hours before a strike vote was to be taken.

Early in negotiations the administration attempted to make the case that the V.C.C. agreement was not relevant to Capilano College (in order to defend their Management's Rights). Their argument was not impressive. They subsequently destroyed it completely when they attempted to impose certain clauses of the V.C.C. agreement on the Capilano faculty in areas which both faculties would agree were neither analagous nor reflected the traditions established at Capilano. However those sections most applicable, particularly in the area of benefits, leaves and definitions, established by the V.C.C. agreement were adopted verbatim by Capilano. (Fortunately the copyright laws do not extend their protection to collective agreements.) This work together with that done by V.C.C. in eroding management's rights allowed Capilano's negotiating team time to develop innovative policies. Thus Capilano was able to make substantial gains in their Agreement in the establishment of a collegial model of college goverance. The most significant measures of this sort are:

- the establishment of a Procedures Committee composed of three faculty and three administration representatives who function as a joint committee to interpret the document, determine correct procedures for new or difficult areas of concern, and to whom grievances are referred in the early stages of the Grievance Procedure;
- the creation of an Exceptional Workload Committee to determine work load equivalences for new programs and new methods of teaching again based on equal representation of faculty and administration who work from a workload formula based on sectional load and maximum duty load in terms of students and hours;
- the presence of equal numbers of faculty and administration (plus a non-voting administration chairperson) on all search committees established for administrative positions;
- faculty to short list, then interview and rank as a joint committee with Dean, all candidates for faculty positions with explicit provision against parachuting by administration of undesirable candidates for faculty positions;
- specific criteria for the hiring procedure, for placement on the salary scale, for the yearly evaluation process (conducted by one's peers) and the same criteria for renewal of appointment;
- in addition to the Grievance Procedure, Appeals committees composed of equivalent representation from faculty and administration for appealing placement (retroactively also) and non-renewal of appointment; in the latter case the Appeal can go to an Arbitrator chosen from the list of Arbitrators established for the Grievance Procedure and then to the College Council.

As with V.C.C., Capilano was not able to introduce some areas into the contract, for example, it does not guarantee faculty involvement in the establishment of new faculty positions, and was forced to settle for less than ideal clauses on some aspects of leave including maternity leave. Significant progress for the Capilano faculty however was won in the form of large gains for the "temporary" employees. At Capilano approximately 60 per cent of the faculty are not full time or "regular" employees, i.e., they have less than one year contracts and/or less than a full load. Following V.C.C.'s lead, Capilano adopted the "regular" and "temporary" definitions which aided in negotiating the possibility of a regular (multiple year) contract for those faculty having less than a full load, allowing them access to all benefits in the contract. It also allows the possibility of a regular faculty teaching a partial load for a semester or a year if he/she so wishes. Salaries for all faculty with partial loads are pro-rated on the basis of ⅛ of a full salary per section per semester.

Okanagan College applied for certification in the late fall of 1973. Before their certification had been granted, the administration agreed to begin serious negotiations on money matters specifically! As a result, Okanagan had reached agreement on a very significant financial package shortly after they were certified as the bargaining unit for the academic and career faculty. The package included an adjustment to the salary scale plus a 12% cost of living increase which resulted in increases of from $500 to $3000 on the individual steps; a guaranteed annual increment; 75% of the health and welfare plans and substantial transfer payments when an employee is transferred from one campus to another. These include hotel expenses, furniture moving expenses, costs for connections of gas, electricity, plumbing, telephone and television, and maximum real estate fees and legal costs amounting to a possible $3,000 for the homeowner, $500 for the renter. Okanagan is presently negotiating their working conditions.

Cariboo College in Kamloops was certified in the spring of 1974 as a melded institution including vocational as well as career and academic instructors. One of the clausses successfully negotiated in their agreement[12] is very notable. This is the clause concerning maternity leave. The provisions for leave include three months sick benefits. In cases where sufficient sick leave has not been accrued, credits for up to three months will be advanced to the individual.

Some substantial conclusions can be drawn from this brief and incomplete survey. Most of these conclusions are familiar to anyone involved in the trade union movement. Some of them were told to the C.F.F. at a Seminar on Collective Bargaining held in November of 1973. All of them are important for college faculties embarking on collective agreements.

Conclusions

The first conclusion can be ascertained from V.C.C.'s experience. Particularly in a precedent setting first agreement it is crucial to touch all the bases, to include in the agreement at least mention of as many areas as possible, in order to establish them as negotiable items and not the exclusive domain of management. In some cases faculties will find themselves having to decide the question very strategically. That is to say, they will face the question in terms of whether the clause is sufficiently tolerable to be lived with until the next agreement when more energies can be brought to bear upon it. These precedents are not only of benefit to future strengthening of the contract in that bargaining unit but also to faculty bargaining elsewhere. The second conclusion is the necessity of communicating regularly with the other faculty associations in the province. The first reason is exemplified by the Capilano experience where attempts are made to impose aspects of another agreement upon the faculty. Because of good communications between faculties, Capilano was able to graphically explain why those particular clauses were applicable to V.C.C. but not to Capilano. The second reason is similar: to prevent fellow Associations from establishing bad precedents through naivete. The third reason is more strategic perhaps. Each faculty association represents through its membership certain common problems accentuated for some historical reason. If faculty associations can agree to fight each others struggles in negotiating by setting useful precedents the battle becomes easier for the individual. For example, Capilano College has the largest percentage of part-time (temporary) employees of any college in the province. As a result, gaining decent salaries and working conditions for them has been a major concern of the Association since its inception. One of the major obstacles to winning these demands was the fact that part-time faculty at Capilano enjoyed relatively better salaries and conditions than did the small number of part-time employees at other colleges. With a combination of the Capilano faculty's commitment to fight for part-timers, V.C.C.'s definitions and the stated solidarity of other colleges, the Capilano contract has substantially improved conditions for part-time faculty and paved the way for other colleges to do the same. The significance of this win is that it is no longer cheaper for the College to hire part-time faculty—they cannot exploit the present buyers market. The third conclusion is that committed faculty make the best negotiators, regardless of the opposition, particularly when they are solidly backed by their Associations. In two of the three negotiating situations mentioned, the neophyte faculty negotiators held their own against professionals. They were able to do this because they had intimate knowledge of the conditions they were negotiating and they had the complete support of their faculties for the positions they were defending. The overall conclusion is simple, in unity there is strength, within the individual associations and among the associations.

The NDP came to power and many college teachers felt convinced that their difficulties were at an end.

FOOTNOTES

[1] Camosun in Victoria dropped out last year in a dispute over provincial government liaison activities undertaken by the C.F.F. executive.

[2] Some college councils choose to defy the government and negotiated higher settlements.

[3] Opinion: Prudence Wheeldon vs Simon Fraser University, June, 1970. In this case it was decided that the Faculty Freedom and Tenure Document was not binding upon the University because there was no evidence that either of the negotiating parties considered it to be contractual.

[4] B.C. colleges are governed by an appointed council, some members are appointed from district school boards, some by the lieutenant governor in council.

[5] Vocational instructors were required to work a 5-day week, 6-hour day, with one month vacation.

[6] S.V.I. is the professional organization for vocational instructors, B.C.G.E.U. the bargaining agent.

[7] At present, there is no college act as such. B.C. colleges are governed under a separate section of the Public Schools Act.

[8] Because of the legislative situation mentioned in footnote 7, there had been some doubt previously as to whether this would be possible as public school teachers are specifically exempted from the provisions of the Labour Relations Code.

[9] Formerly Vancouver City College.

[10] The then Labour Relations Act and the new Labour Relations Code specifically forbid alteration of working conditions while certification is in process unless mutually agreed to.

[11] It is the Langara association to which the authors refer when speaking of V.C.C. faculty.

[12] Some of the clauses concerning money have gone to arbitration. At the time of writing, the authors had not been informed of the outcome.

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Transferability: a matter of integrity

D. K. Jardine

The subject of transferability is at once both complex and simple. In its simplicity it is the bureaucratic mechanism by which students may freely move from one institution to another, advancing in their educational preparation without suffering a penalty in the credit ledger. It's complex nature is rooted in the fact that transferability is the acceptance by one institution of another institution's credits and courses. The essence of the complexity is embodied in the question of whether Community Colleges have the authority to initiate and name courses which, ipso facto, become appropriate preparation for, and are therefore part of, a four year baccalaureate degree granted by a University. It is the examination of this question and of possible answers to it that is the subject of this article. The perspective of the article is very much that of the Provinces of Alberta and British Columbia, although specific reference is made to other Provinces as the need arises.

The examination of the question must begin with a consideration of the concept of authority and the legitimation of authority. Although the challenging and questioning of authority is now an everyday occurrence of which the universities are only too aware, this article is not another challenge. It is not constructed as a challenge of the universities' authority over any part of community colleges' curriculum; on the contrary, the basic premise is that the universities do not have such authority unless it is specifically assigned to them by legislation. At the present time, no province has legislation making its colleges an extension of its universities and this article does not advocate the passage of such legislation. On the other hand, since the colleges are clearly separate from the universities, any legislation legitimising the colleges' authority over their curriculum would indicate that the college had found it necessary to appeal to a higher authority. Instead of a mark of strength, such legislation would signal weakness at the very core of the college system. If legislation is not the answer, how then is the colleges' authority legitimised?

Authority — where is it?

If, as John Seely does in The University Game, we accept Max Weber as an authority on authority, then legitimation of authority can be simply stated as being based on charismatic grounds, traditional grounds, rational grounds or on some combination of these. The notion of charisma is one of free consent hence the enforcement of authority is a point that does not arise; in any case, there is no extraordinary guru of colleges that can claim the mantle of authority on charismatic grounds. The idea of traditional grounds is probably understood by all: it is our tendency to remain captive to the past. Because of their youth in Canada, community colleges have little past and hence there are no traditional grounds that legitimise their authority. So, legitimation of the colleges' authority must be based on rational grounds, and these do exist.

The case for comprehensive two-year Colleges has been argued and won. The growth of these Colleges in Canada has been well documented by Campbell and although many of them have existed only since the mid-60's, they are today recognized as satisfying a wide spectrum of educational goals.

That a goal such as:

> to provide education that prepares students for employment in the form of technical, career, vocational and occupational programs

exists for and is achieved by a college, implies the legitimation on rational grounds of that college's

Le professeur Jardine, doyen de l'enseignement général à Capilano College, estime que ce sont les maisons d'enseignement elles-mêmes qui peuvent résoudre le problème des équivalences. Il faudrait selon lui que les collèges et les universités se reconnaissent réciproquement le droit de déterminer leurs programmes d'études, et que les universités reconnaissent le diplôme sanctionnant les deux années du collégial comme donnant accès à l'université.

authority to:

- admit students
- select and appoint faculty
- establish and implement curriculum
- establish graduation criteria and award diplomas to those who satisfy these criteria.

In the light of this, it is extremely difficult to understand why the above authority is not legitimised on the same rational grounds when the goal is:

- to prepare students for the 3rd and 4th year of University baccalaureate programs.

If the Colleges can — and they do — achieve the former goal, why does it follow that they will be unable to achieve the latter goal unless the Universities exert certain controls? The controls referred to here are well known and are such as to deny that Colleges have the above noted authority; they apply for the most part to the Colleges' curriculum — it must parallel that of the Universities' curriculum rather than being equivalent in educational value. To lesser and varying degrees, and usually in quite subtle fashion, controls are exerted on admission of students; on the assignment of faculty to courses that the universities recognize for the transfer of credit, and too often on how these courses are taught.

Some may be tempted to argue that the role of advisory committees and other business influences on college career, vocational and occupational programs exert analogous controls on the curriculum of these programs. Such argument cannot be sustained because the role of these committees is very definitely advisory — they simply do not and cannot dictate the detailed content of the curriculum (such dictation is often made by 'departments of education'). Admittedly significant advice is offered by these committees — advice which in most instances should be followed; nevertheless, this advice does not impact admission of students, selection and appointment of faculty and the committees are not the final authority on the curriculum.

The existence of controls exerted by the universities are characteristic of a relationship of unilateral respect and constraint described by McCulloch in an article examining campus unrest in the sixties (The University Game). He points out that unilateral relationships are the most common of human arrangements, occurring whenever groups come into sustained contact and potential conflict: conflict resulting from differences that are perceived as inequalities, the presence of which give one group rights of command over the other. He describes the typical unilateral relationship between individuals as one in which:

> "the dominant member does not simply believe that he knows *more* than the other, (but that) he knows *better*. Typically, he also defines the one who knows less as unlikely, by reason of his nature, to come to know about what he *should* come to know about, unless he is confined and coerced. And it is the critical importance attached to the notion of 'knowing better' and to the assumption about the nature of the other, that supplies the justification, indeed the obligation for the exercise of rights over the other."

The application of this to individual university and college faculty, and the extension of it to the institutions themselves, offers an obvious explanation for what now happens in articulation meetings as well as the nature of current transferability arrangements. Additionally, it suggests how the traditional grounds for the legitimation of the universities' own authority is insiduously used to legitimize college transfer programs as extensions of the university rather than programs in their own right.

Of course people claim that they work best within relationships of mutual respect and cooperation: a relationship in which differences are seen as differences rather than inequalities, and groups see themselves as responsible *with* others rather than *for* or *to* others. Unfortunately it is very difficult to establish a relationship of mutuality when those in the relationship are products of unilateral relationships as so many of us are; yet, it is this very relationship of mutual respect and cooperation which must exist if the universities are to recognize and understand the rational grounds upon which the colleges' authority is based.

A relationship of mutual respect and cooperation would enable the universities to recognize the integrity of colleges as institutions and the integrity of their faculty — an integrity which makes positive the answer to the students' questions: Am I prepared to handle senior courses? Can I compete in my major field with students who began their baccalaureate program at a university; an integrity which assures that the colleges' transfer program will be equivalent in educational value and not necessarily parallel; an integrity which respects the academic freedom of college faculty in the same measure as that found at the universities; an integrity which in turn recognizes the integrity of the universities.

Thus, on the one hand, there can be no doubt that rational grounds do exist for the legitimation of the colleges' authority to initiate and name transfer courses and patterns. On the other hand, this authority must be exercised judiciously and in the context of a mutuality relationship so that the interests of the students are served by both colleges and universities and placed ahead of administrative expediency.

In spite of all this, it does happen that universities do at times adopt the position that while the colleges do have authority over their curriculum, the universities do have authority over who is admitted and by what criteria: exercise of these criteria might well exclude entirely, or penalise to some extent, those students with "certain obvious deficiencies" in their transcript. Regretably, these "obvious deficiencies" are found to occur most often for students transferring from community colleges; the unfortunate fact is that the universities pay more attention to the admission of students from colleges than to admission of students from high schools. The extent of this attention is totally unwarranted in view of the many studies (reviewed in Kintzer) that have found no appreciable difference in academic performance between transfer and non-transfer students during the period of the studies. What must be one of the latest studies (Batt and Janssen) shows this conclusion to hold even for transfer students who did not formally meet university entrance requirements.

In the light of this sort of evidence, the universities must be prepared to work out freer arrangements for the transfer of students from the colleges. What remains to be seen is whether these arrangements will result from legislation or from articulation established in the context of a

relationship of mutual co-operation based on mutual respect of each other's integrity.

Authority to initiate and name transfer courses and patterns carries with it the responsibility to ensure the integration of instructional programs both at the University/College interface and the High School/College interface.

Articulation is the procedure that discharges this responsibility. Kintzer points out that it is a "team process — a series of complex and interlocking formal relationships" between educational institutions; significantly he notes "articulation is also an attitude".

He goes on to say:

> "Difference in institutional philosophy are not always identifiable, while individual prejudices are often hard to overcome and invariably indicate a lack of communication. Willingness to compromise extreme positions and to tolerate the views of others is essential if transfer relationship between ..... (educational institutions) ..... are to succeed."

This only serves to point out again the necessity for a relationship of mutual respect and co-operation in order that all aspect of College/University intercourse be successful. Mind you, with such a relationship, all will not be plain sailing because as McCulloch points out "relationships of mutual respect are less tranquil than those of unilaterality for they must constantly face the unexpected. They are institution disturbing because they constantly raise the possibility of change."

Universities do not have authority over community colleges unless it is specifically assigned to them by legislation.

Kintzer, in examining the American articulation scene had divided articulation models into three categories:

- formal and legal policies
- state system policies
- voluntary agreement among institutions

There is considerable overlap between the categories and the differences among them are more a matter of degree rather than kind. In Canada, the Province of Quebec and Ontario illustrate a combination of the first two categories; the style of articulation in the Provinces of British Columbia and Alberta is one of voluntary agreements between colleges and universities which arise out of unilateral relationship.

Provincial models

The Quebec College scene is dominated by the General and Vocational Colleges Act (1967) which established the Collèges d'Enseignement Général et Professionel (CEGEP) as a new level of education between high schools and universities. This Act makes it mandatory that students complete the two year CEGEP program before being eligible for selection to the University. The effect has been to establish the universities as upper-division and graduate institutions; and the articulation and colleges' curriculum is clearly laid out in government publications. In Ontario, the Department of Education Amendment Act (1965) established Colleges of Applied Arts and Technology (CAAT). These CAAT's provide career oriented programs to students who do not qualify for university admission and they may not offer university-level courses unless the minister of education approves an agreement to that effect made between a College and a university. Such agreements have not been encouraged because the Province has several universities and additional duplication of university programs has been deemed to be financially inefficient.

In reviewing the enabling legislation of these two provinces and observing the reality of the systems established, one can't help but suspect that the legislators set out to make of the Colleges one more governmental agency; of course the result has been inevitable: one more governmental agency.

In the western provinces, there is no legislation that enforces or denies transferability. The Alberta colleges are authorized under the remarkably permissive College Act of 1969 which, although since amended, still does not address itself to the problems of transferability. Recently, the specific threat of legislation has helped to force the universities to adopt a more liberal stance in transfer agreements, but the students are still able to 'get a better deal' from many good American universities if they are able to afford the financial penalties involved.

In British Columbia, the colleges are in the unenviable position of being authorized under the Public Schools Act and subsequent amendments. Articulation is achieved by means of Articulation Committees that operate under the aegis of the Academic Board — a Board that is constituted to include university personnel while the college representation is limited to Department of Education officials. Like Alberta, transferability is on a course-by-course basis; to obtain discipline transfer credit, the college's course must parallel the university course otherwise only unassigned credit is granted.

It would be incorrect to argue that the transfer route from college to university is frought with difficulty or virtually impossible. It is more that in order to protect for the student these adequate transfer arrangements, the colleges have had to imitate the university instead of being free to develop their role in post-secondary academic education.

This situation is fundamentally repugnant to the colleges and the current mood is certainly one of seeking redress in legislation if the authority of the colleges to initiate and name transfer courses continues to be denied. However, it will be truly unfortunate for education if this legitimation of the colleges' authority has to occur through appeal to the higher authority of government. It is simply not enough to obligate the universities to accept into their third year students who have earned what may be termed a two-year transfer diploma at a college. Instead, what is urgently required is the full in-faith acceptance of the colleges' two-year diploma as the primary transfer instrument, and the adoption of relationships of mutuality and co-operation to allow the articulation of the necessary details. There is ample evidence from the American college/university scene to demonstrate that differences in the grade point average between transfer and native students is only slight at the time of graduation. Evidence also suggests that "students who complete a two-year associate degree program in a community college may be expected to be more successful after transfer than these who move before completing the two years." (Kintzer)

A look ahead

Without a doubt there are many details to be worked out in a system where in the two-year diploma is the transfer instrument. For example, how would students who had not completed the two-year diploma be treated? Again, how is a university going to treat college courses which in the past that university had not accepted, but which are accepted by other universities? For that matter, how will a university approach one of its Faculties on the acceptance of a college course, the like of which it does not accept from within its own university?

It is not suggested therefore, that any of this will be easy; the contemplation of just how it might come to pass is difficult enough. Clark Kerr, former President of the University of California writing in Campus 1980 quotes the Cambridge University classicist F. M. Cornford: "Nothing should ever be done for the first time — nothing is ever done until everyone is convinced that it ought to be done, and has been convinced for so long that it is now time to do something else." The guidelines for its accomplishment have been written by Kintzer: they involve the recognition that:

...what is needed is the full in-faith acceptance of the colleges' two-year diploma as the primary transfer instrument.

> "... community colleges should not be required to imitate the senior institutions in transfer course content and sequences. On the contrary, they should be encouraged to develop their own programs with an educational value at least equal to those in the lower divisions of universities to which most students expect to transfer. If a university program stresses quantitative thinking, logical reasoning, and other specific intellectual skills, then the community college should insist that transfers achieve a similar kind and level of accomplishment. If a university program demands a wide breadth of experience and depth of understanding in a particular major field, the community college transfer program must be equally exacting."

In the final analysis, transferability is a matter of integrity: the recognition by the colleges and the universities of each other's integrity.

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Collective Bargaining in Alberta Colleges

M. S. Serediak and M. V. Roberts

Increasingly the faculty of post-secondary educational institutions in Canada are looking to collective bargaining as a means of improving their economic conditions, the quality of their conditions of employment and the protection of their academic rights and freedoms from the encroachment of government, boards of governors and administration. In the universities acceptance of collective bargaining by the faculty and boards has occurred relatively recently. However, in some areas of Canada's widely diversified college systems, bargaining has existed in some form for many years. Many college faculty in Ontario, Manitoba, Saskatchewan and the Maritimes are organized as a sector of the Civil Service Association of their province; other faculty associations are in the process of certification as bargaining units; while still others have bargained collectively for a number of years. Representative of the latter are the colleges of Alberta, which have developed what is probably the most flexible and diversified bargaining system in the country. With one exception, the colleges have arrived separately at a method of bargaining as a result of negotiations between the faculty associations and the boards of governors. For this reason, Alberta provides an interesting perspective from which to examine the possible collective bargaining attitudes and methods in use in other areas of the country, since its six public colleges cover the range of most of the currently popular methods of reaching a collective agreement, and the contracts of the six colleges include most of the subject matter of bargaining in other institutions.

Collective bargaining in Alberta colleges is not of a recent vintage. It has existed, first through the influence of the Alberta Teachers Association, since some college faculty were once members of that association, and then as sanctioned by the emergence of the Alberta Colleges Act in 1969. As a result of the input and persuasion of the Association of Alberta College Faculties, an organization of all the college faculty in the province, the Colleges Act (Section 47) reads as follows:

1. A college board may employ such academic staff members as it considers necessary for the purpose of the college.
2. A college board and the academic staff association of the college shall enter into negotiations for the purpose of concluding an agreement providing for at least the following matters with respect to the academic staff members, namely,
   a. the terms and conditions of employment
   b. teaching responsibilities,
   c. vacation leaves, leaves of absence and sick leaves to be allowed,
   d. salaries and remuneration to be paid and the establishment of salary and wage schedules for that purpose,
   e. grievance procedures, and
   f. the conditions and procedures governing reassignment, suspension or dismissal by the board.
3. The college board and the academic staff association shall enter into negotiations for the purpose of concluding an agreement regarding the procedure for the negotiation or re-negotiation of any agreement made or to be made under subsection 2.
4. An agreement under subsection 2 is binding on the college board and on all of its academic staff members.

Les auteurs, tous deux professeurs au Mount Royal College et membres du comité exécutif de l'Association des professeurs de collège de l'Alberta, étudient la question de la négociation syndicale en ce qui concerne les collèges communautaires de l'Alberta et leurs enseignants. Ce n'est certes pas une chose nouvelle pour les collèges de l'Alberta, mais le mouvement a pris beaucoup d'expansion au cours des dernières années. Les professeurs Serediak et Roberts font état de plusieurs méthodes de négociation envisagées et utilisées par les enseignants, et passent en revue les modifications législatives envisagées en Alberta pour réglementer l'enseignement, mesures dans lesquelles ils voient une solution possible au problème de l'accréditation des professeurs de collège dans la province. Selon eux, l'expérience prouve que la négociation collective met entre les mains des professeurs de collège de l'Alberta un moyen efficace de défendre leurs conditions d'emploi et de protéger leurs droits et libertés en matière d'enseignement.

Section 3, above, has resulted in each college adopting a different method of bargaining and of resolving impasse in bargaining. The flexibility and local autonomy that this has produced was felt, at one time, to be advantageous and was supported by the college faculty. However, a number of problems have also resulted from the differences among the colleges. The faculty associations in Alberta, while preferring to have a more detailed and in some cases more liberal bargaining procedure spelled out in the Colleges Act, would resist bargaining on a provincial level with the government, as is the case in some other parts of Canada. It should be noted that the private colleges, the agricultural and vocational colleges and the technical institutions do not fall under the same legislation as the public colleges, the latter two being under the Civil Service Association.

Academic Staff

The Colleges Act recognizes the local faculty association as the bargaining agent for the academic staff of the college, but accords the right to designate which employees of the colleges are "academic staff" to the boards and not to the faculty association. This allocation of bargaining authority to the faculty association is, then, partially undermined by the arbitrary power granted to the board. The result is that great conflicts occur over who belongs to the various staff associations. The issue of membership in the academic staff association is one which all groups must consider when contemplating the possibility of collective bargaining, and it is an issue which has received relatively little attention. There are at least three popular approaches to the question of membership in an association: membership may be considered a condition of employment with an automatic payment of dues being remitted by the board (Rand formula), membership may be voluntary, or membership *in good standing* may be a condition of employment. It is worth noting that many professional associations—the bar association and medical association to name but two — have elected to make membership in good standing a condition of employment.

In the colleges in Alberta, membership in faculty associations, and thus in the bargaining unit, has been decided through negotiations between associations and boards, resulting in a diversity among the colleges in the province. At only one college does it state that "all employees... shall, as a condition of their continued employment, become and remain members in good standing of the Association." This means that should a faculty member act in a way that is deemed by a Professional Standards Committee of the Association, through some judicial procedure, to be prejudicial to the profession, he may be removed from the academic staff association and therefore prohibited from teaching at the college. As a result, the Board may either find a position for that faculty member outside the Association, or must release him. The nature of membership in the other five college faculty associations is not mentioned in their collective agreements; however, most have the Rand or a modified Rand formula. The faculty of the Alberta colleges favor some method of imposing standards and of ensuring that association members adhere to those standards.

Bargaining Unit

At present, the Alberta colleges are attempting to develop a unified policy regarding membership in the faculty associations. Because of the lack of explicitness in the Colleges Act, those staff members who have administrative duties of any kind are treated quite differently at the various colleges. In some colleges they are excluded from the bargaining unit, even though they may have teaching as well as administrative duties. At other colleges, department chairmen are included; and in another, all administrative officers are part of the association. The situation with non-teaching professionals is analagous, with librarians, counsellors and technicians included in some colleges, while only full-time instructors are included at others. The scope of the bargaining unit is considered by some faculty in the province to be one of the most critical issues surrounding bargaining, to the extent that the Association of Alberta College Faculties has asked that the government write a definition of "academic staff member" into legislation, and that the definition include any employee with academic responsibilities excluding only the president and the bursar.

There are a number of reasons why administrative personnel and other professional officers should be included as academic staff appointments. The goals of all personnel in a college should be the same, and all groups of a college should be working together towards these common goals. This could be better achieved with greater access to information than exists at present for the faculty. Membership in a common association could only enhance communication, cooperation and trust.

An obvious reason for inclusion of all academic employees in the bargaining unit is the possibility of any administrator assuming teaching duties if he chooses to resign or loses his administrative post.

Since most, or all, administrators are drawn from the faculty, they should have the flexibility not available in those colleges which exclude administrators from the faculty association. The inclusion of administrators in the faculty association is often objected to on the grounds that the job of administrators is to manage, and that of faculty is to act according to the decisions made by the administration. The college faculty in Alberta feel that this type of argument should be rejected. A college should be an academic community with all groups working towards the same ends, and as such, all groups of the college should be oriented towards those goals, regardless of the type of activity they perform at the college.

If the college faculty are not successful in convincing the government to include in legislation a definition of academic staff that includes all academic and administrative personnel, the labour-management type of model that exists in most colleges and the resulting problems and conflicts will surely persist.

At present the college and university faculty in the province are working together in an attempt to find a reasonable and acceptable solution to the question of membership in the faculty association and the scope of the bargaining unit. The two other major areas of concern which all faculty must examine and about which they must attempt to reach some consensus are the questions of what topics should be open to bargaining, and what methods of dispute settlement and impasse resolution will be used. With the Alberta government in the process of reviewing legislation in order to produce a new act or acts for post-secondary institutions in Alberta, it is imperative that all post-secondary faculty become aware of the problems and arrive at solutions that can be proposed to the government.

Bargaining Methods

Since there are some unique differences between public and private sector bargaining that can influence faculty-board negotiations, some awareness of the nature of public-sector disputes should precede an examination of the specific details of dispute settlement in colleges. The two most important differences between public and private sector bargaining are (a) the scope of the issues involved in a dispute, and (b) the nature and locus of the decision-making authority.

The allocation of bargaining authority to the faculty association by the Colleges act is partially undermined by the arbitrary power granted to the board.

When an examination of public-sector dispute settlement is attempted and the method of settlement is discussed, the method used must be adequate to deal with a much wider variety of issues than often is involved in the private sector. In the public sector everything "comes up for grabs". The issues involved are as varied as the institutions themselves. Economic issues, wages, workload, number of courses, courses to be taught, entrance requirements and sabbaticals all may become negotiable items and each may affect the terms and conditions of employment. In addition, should the institution not have a functional decision-making body, such as a general faculty council or senate, which is either controlled or dominated by the faculty, then academic decisions should fall within the collective agreement. At most colleges, the board determines policy and is responsible for administering it at their own discretion, unless the faculty association persuades them to do otherwise. The task, then, of the association through negotiation is to persuade the board to accept policies and procedures that the association wants. However, if the final authority for decision-making is not part of the internal structure of the college, but instead rests with the government, faculty find themselves in the position of negotiating with a board but reacting to government decisions and policies. When an examination of the true locus of power and authority is completed, one may find that external influences affect the collective agreement, or that faculty councils or boards do not have final power and decision-making authority. In order for collective bargaining to be meaningful and effective, it is imperative that government interference, not only in academic matters but in the execution of a collective agreement, be kept at a minimum. A situation such as exists in Ontario, where the government legislation restricts negotiations to a limited range of topics, is surely restrictive and authoritarian and should be resisted by college and university faculty in the rest of Canada.

In an attempt to cope with some of these problems, the faculty and boards of the colleges in Alberta have arrived at a variety of methods of negotiation. In fact, the Alberta colleges have the unique distinction of using three currently popular dispute-settlement techniques—compulsory arbitration, final-offer selection, and free collective bargaining which includes the right to strike or lockout.

1. *Compulsory Arbitration.*

A method of settling disputes currently used by two colleges in Alberta is compulsory arbitration. It is simply a process by which disputes which cannot be resolved through negotiation between the board of governors or representatives of the board (often a lawyer or professional negotiator) and the bargaining agent of the faculty association (usually a committee of the association), or if such disputes cannot be resolved through mediation, they are settled by some third party, who is authorized to impose a final and binding settlement. The third party takes the form of a single arbitrator or an arbitration board composed of a representative of the board, a representative of the faculty association and a chairman who is jointly selected.

Many professional negotiators feel that this method of settling disputes does not lead to bargaining in good faith, since bargaining can only be concluded if the faculty have the right to reject the board's last offer. John Crispo, Dean of the University of Toronto's Faculty of Management Studies warns that "it stands to reason that unless the parties are in a clear-cut, pattern-following situation, they will be cautious about engaging in anything like good-faith bargaining, lest their position be further compromised if and when they are forced to arbitration."[1] He goes on to warn bargainers of the effect of compulsory arbitration on the collective bargaining process, stating that "there is a strong inducement on both sides to hold back something for the anticipated trading-off process that almost inevitably occurs in arbitration. Needless to say, this is hardly conducive to effective resolution of disputes through collective bargaining."[2] Dr. A. W. R. Carrothers, President of the University of Calgary, also rejects compulsory arbitration as an effective means of settling disputes.[3] One of the difficulties in compulsory arbitration is the fact that members of the arbitration board are seldom, if ever, familiar with post-secondary institutions, and at best attempt to impose an "industrial-type" settlement on the colleges. In the Alberta colleges that use compulsory arbitration, negotiated settlements in the past few years have resulted in the removal of tenure at one institution, restriction of the scope of the collective agreement to exclude anyone with administrative duties or non-teaching duties, such as professional librarians and counsellors, leaving the collective agreement to cover only the full-time and part-time teaching staff. At one college, all full-time faculty receive an annual letter of appointment. At the two colleges, salary for many levels of experience and formal education is substantially lower than at those institutions with free collective bargaining.

It has been suggested that compulsory arbitration is a suitable method of settling disputes at universities because the arbitrator is a professional like the university faculty, and will examine the issues confronting the faculty and have a degree of empathy with the faculty cause. Therefore, the award of the arbitrator would be to the advantage of the faculty association rather than the board.[4] The colleges in Alberta have not found this to be the case, especially when the college boards plead poverty to the arbitration hearing, blaming provincial financing for their plight, and claiming that further economic concessions are out of the control of the employer. The arbitrators cannot recommend that the college go to the provincial government for additional financing as the college operates as a corporate body. In addition, the internal allocation of funds is claimed to be fixed and it is suggested that there would be enormous difficulties if reallocation of funds were necessary. Therefore the arbitrator (or arbitration board) if he believes the above argument, has no alternative but to recommend a lower settlement in order to "balance" the budget.

As many have suggested, any form of compulsion may not be conducive to bargaining in good faith in any circumstances, and it may not be unreasonable to expect that the chairman of the arbitration board may be more reflective of the employer's or government's positions that that of the employees who are attempting to secure what they believe to be in the best interest not only of themselves or their profession, but also of the education system. It is difficult to conceive of a person from outside the institution who, through several hours of hearings, will be able to understand the complexities of the institution, the internal conflicts, the day-to-day operation, in order to make a judgement that is both fair and resolves the conflict that has resulted in the need for an arbitration hearing.

2. *Final-Offer Selection.*

The second method of settling disputes, one that has been adopted by one college in Alberta and has recently caught the fancy of the Government and some of the boards of governors, is final-offer selection or forced-choice arbitration. In Canada, the concept of final-offer selection has been around for some ten years. R. Val Scott proposed the idea in 1964 when contract negotiations were being carried out between Ontario Hydro and the Society of Ontario Hydro Professional Engineers and Associates. Mr. Scott was the general manager of the Society at the time, and felt that the proposed technique of bargaining was ideal for professional employees.

Mr. Scott's proposed method has four stages of development — a preliminary stage, the obtaining of the services of a selection officer, a mediation phase and a judgement phase. The following is an outline of the phases.[5]

1. Preliminary Phase.
   a. Before the commencement of negotiations, both parties would agree on a list of potential selection officers who, in turn, would indicate a willingness to serve if so requested, at a convenient time.
   b. Negotiations would begin six months before the expiry date of any existing contract, with a list of items drawn up as a result of an exchange of negotiating agendas.
   c. Items may be negotiated separately and settled independently. When agreement is reached on any given item or items, such agreement would be contained in a document signed by both sides and the item or items removed from the negotiating agenda.

2. Obtaining a Selection Officer.
   a. Prior to two months before contract termination, a selection officer may be brought in at the request of the negotiating parties (in any event, the expense will be borne equally by both sides.)
   b. If all items have not been voluntarily settled two months before the contract expires, either side may elect to bring in a selection officer to help reach a voluntary settlement on the remaining items.
   c. The choice of a selection officer may be through mutual agreement between the negotiating parties and the person chosen, or, if after one week agreement has not been reached, through random selection from the predetermined list of names.

A college should be an academic community with all groups working towards the same ends... regardless of the type of activity they perform at the college.

3. Mediation phase.
   a. Within three days of the choice of a selection officer, both sides will submit their positions on all outstanding items in writing to the selection officer and to each other.
   b. The selection officer may rearrange or set the agenda for discussions.
   c. At convenient times during a three-week period, the selection officer will hold hearings, giving equal time to both parties. He will not receive representations from outside parties, but may receive information and evidence concerning the contract in effect, the results of the current negotiations to date, comparative benefits of faculty and comparative budgets of colleges.
   d. During this three-week period, the selection officer will try to assist the parties in reaching agreement, possibly through a trading-off process. Any agreements reached with the assistance of the selection officer during this period will be binding and cannot be changed except through agreement of both parties.
   e. If all items have not been settled at the end of the three-week mediation period, the negotiating parties will be given one week to put their final positions in writing and submit them to each other and to the selection officer for his final judgement.
4. Judgement Phase.
   a. The selection officer will consider each submission as a package offer and will decide totally in favor of the one he considers to be more reasonable.
   b. The selection officer may call in either party for clarification of its final submission, but may not accept any changes in its final offer.
   c. The selection officer will submit his decision in writing to both parties before the expiry date of any existing contract. His decision is final and binding, forming, with all previously-settled items, the contract between the parties. This contract will come into force, retroactively where necessary, at the formal renewal date of the contract. The selection officer is not required to justify his decision beyond stating that all evidence presented was considered.
   d. Throughout this whole mediation-judgement phase there can be no extension of the deadlines without the agreement of both sides. The main objective is to sign a new contract before the old one expires, preferably on the basis of voluntary agreement.

This method of settling disputes appears to be extremely reasonable and worthy of closer examination. The college faculty in Alberta agree that this method is workable if the faculty have the same professional legal status as doctors and lawyers, regarding certification, tenure, ethics and so on. The faculty would welcome such a move. If this status were bestowed, the Alberta faculty would likely re-examine their stand on final-offer selection. However, because of the diversity of views between faculty and boards in the province, reasonableness has not always been the underlying attitude at the bargaining table. Yet the final-offer selection method expects the selection officer, by listening to the supposedly reasonable positions put forward by the board and faculty association, to make a "reasonable" choice. But what is "reasonable"? If the negotiations involved only a decision between a 9% wage increase or a 10% increase, or any other simple alternative, then the method might work. However, what compulsions are there to ensure that the board's position is "reasonable"? What do they lose if the officer chooses the other side? At worst, a hurried budget reallocation, a reduction of their power, or a loss of status in the eyes of the board members at other colleges. Obviously, the board can take a chance that the officer would choose their position; however, the faculty association cannot resort to chance. They must prune their demands to such an extent to be assured that their position can be considered reasonable even by the most unreasonable selection officer. Their jobs are on the line, their livelihood, everything that has been fought for over the years could be wiped out in a single decision.

...for collective bargaining to be meaningful and effective, it is imperative that government interference not only in academic matters but in the execution of a collective agreement be kept at a minimum.

This latter point illustrates a difference between the procedure of final-offer selection currently used by the University of Alberta and that suggested for the college faculty. At the university, only economic factors are negotiated. Unlike the universities, few colleges in the province have a senate, faculty council or other group which is dominated by faculty and which has considerable power in establishing academic principles or non-economic conditions of employment. As a result, many such matters are included in the collective agreement, and thus are subject to the choice of the selection officer. In the college system, the bargaining conflict does not usually arise because of monetary issues per se, but relates more to effective participation in the decision-making processes of the college, tenure, sabbaticals, workload, or generally non-monetary issues. These issues cannot be resolved by an either-or process. The rationale for final-offer selection is to ensure that the final positions of both parties are reasonable. Therefore, if both parties present what they honestly believe to be reasonable positions, the selection made by the officer may be viewed by either side as being a whim and not the reasoned evaluation of all aspects of the case.

Although one college in the province has indicated that final-offer selection will be the means of settling disputes in the future, the other colleges, after carefully reviewing the advantages and disadvantages of such a measure, have rejected the procedure as a useful method of settling disputes. Circumstances at the time that the decision concerning final-offer selection was made lead to the reasonable assumption that the faculty accepted the settlement without realizing the implications of their decision.

The decision to adopt final-offer selection was made following very trying times, in which much conflict existed between the Board of Governors, senior administrative officers, and the staff and students of the college. After an in-depth inquiry into the situation, the Board of Governors of the institution and the President were superseded by a government appointee who assumed all the duties and responsibilities of the two. Within a number of months several faculty resigned and three permanent faculty were terminated. (A question arose as to whether such termination was valid having regard to a concept of 'tenure'. This question has been pursued to the Supreme Court of Canada.) The remaining faculty accepted an agreement, negotiated with the government's administrator, which has some of the most unfavorable terms for faculty. Within a period of one year, the collective agreement at this college, once one of the best inclusive agreements in the college system, had been altered to an extent that many considered it a dangerous precedent for collective bargaining at the post-secondary level.

One cannot blame the faculty members for accepting the proposals for a new collective agreement, since their official and legal status at the college was entirely in the hands of the government appointee, and a settled contract was seen as a start in rebuilding many of the relationships at the college. At present, the new collective agreement no longer applies to anyone with administrative responsibilities, nor to part-time teaching staff. The collective agreement does not allow access to a grievance procedure if a faculty member is dismissed for cause, although cause is not specified, nor are the procedures specified for the granting of the five-year appointments. The workload at the college has increased, and includes what might be a requirement to teach up to 60 hours during intersession without additional pay. The pay increase for that year was minimal. What is even more important for collective bargaining at the post-secondary level was the inclusion of a management rights clause. It reads as follows: "Subject only to the terms of this agreement, all ordinary functions and rights of management are retained by the Board." Since the collective agreement is some twenty pages long, it is doubtful that the terms of the agreement even begin to cover the concerns in which faculty must exercise free choice. What about academic freedom? Is this now subject to management's approval? What about courses to be taught and content in those courses? What about research and copyright? Since the collective agreement does not specify that the academic staff have those rights, does it mean that they also are subject to the rights of management? The list could be expanded endlessly. With such a clause in a collective agreement of a post-secondary institution, all the assumed and undisputed rights of academics come into question. To suggest that the imposition of such a clause is dangerous is an understatement of some magnitude. Every effort should be made to ensure that no other post-secondary institution in Canada which engages in collective bargaining allows such sweeping powers to be given to a board of governors. If boards of governments feel that a demarcation between employers and employees is necessary, then the collective agreements must include every conceivable situation of an academic, economic, social and political consequence. This will lead to collective agreements which are thicker and more inclusive than any labour-management agreement ever made. The appearance of a management rights clause in an Alberta college collective agreement is still a mystery to the other five public colleges and an unfortunate precedent for all Canadian institutions.

3. *Free Collective Bargaining.*

Although only two colleges in the province have full collective bargaining rights, all colleges have indicated the position that bargaining should be conducted according to the procedures of the Alberta Labour Act. Free collective bargaining rights include the following:

1. The academic staff association is the exclusive bargaining agent for the college faculty.
2. The board of governors and the staff association must meet and bargain with reasonable effort and in good faith to reach an agreement.
3. Should the above bargaining between the parties fail to produce an agreement, the case is taken to a conciliation officer.
4. If the conciliation officer is unable to bring about an agreement, a conciliation board can be appointed. The board consists of a faculty appointee, a board appointee and a neutral chairman.
5. The conciliation officer and the conciliation board enquire into the dispute and endeavor to effect a settlement, by hearing representations by the parties, mediating between the parties, and encouraging them to reach a settlement.
6. The award of the conciliation board is voted on by the college board and the faculty. Should either party not accept the report, within two weeks either party may resort to strike or lockout.

Free collective bargaining has been used successfully to settle disputes in both the private and the public sectors, not only in Canada but around the world. Free collective bargaining has not, however, made great headway in Canadian universities and colleges. However, with the recent move of many university faculty towards bargaining, changes are gradually being made and a number of faculty groups have adopted free collective bargaining. This method of bargaining is simply a real response to the frustrations and problems that often occur when faculty perceive that they are dealing with an administration or government that is unsympathetic to their demands. The movement towards free collective bargaining, at least in the colleges, will undoubtedly continue to grow unless the power and advantage invested in the boards of governors is diffused.

The movement towards free collective bargaining, at least in the colleges, will undoubtedly continue to grow unless the power and advantage invested in the boards of governors is diffused.

Although there are many questions surrounding free collective bargaining and the academic staff member, the most difficult is that of the right to strike. The question most often asked is, "Is a strike appropriate in an academic community." Those who feel that a strike or lockout is not appropriate usually assume that faculty members are officers of

their college and not merely employees. Further, faculty members are seen as having a direct professional obligation to their students, colleagues and discipline, and therefore, such action is inappropriate.[6] Those in the college system who support this contention may not be aware of the range of power of the boards and administration and the lack of meaningful participation by the faculty.

No college in Alberta has yet exercised the right to withdraw services, nor has any board exercised the right to lock out its employees. The government of Alberta has indicated that it feels free collective bargaining is inappropriate for post-secondary education. However, experience tells us that legal restrictions on the common law right to withdraw services will not, and do not, ensure the absence of strikes. Elimination of the right to strike is simply not practical to enforce in this day and age. It is surely not good politics to fine or imprison those who choose to exercise what they believe to be their common right and which appears to be the only method by which the overwhelming bargaining power of the employer can be balanced.

While many may believe that the services offered by post-secondary institutions are essential, few would argue that public "life and property would be in serious jeopardy"[7] or that "extreme privations or human suffering would be caused by a strike."[8] Therefore, there is no valid reason why the right to strike should be withdrawn and should be replaced with a bargaining method that is more advantageous to boards or the government. It has been argued that giving the ultimate sanction of the right to strike to faculty would result in such economic hardship that the boards would be forced to accept terms and conditions of employment, salaries, fringe benefits and workloads that would be impossible to finance by the fixed annual grant from the government. A college may have to readjust its internal financial priorities to meet any reasonable demands of faculty. A college cannot justify lower remuneration of the grounds that the college budget or the per student grant, or any other method of financing, might be disturbed. This would, in fact, be suggesting that the community should benefit at the expense of the college staff member.

To authorize collective bargaining to the fullest extent possible — that is, including the right to strike or lockout — would not inhibit negotiations but would encourage good-faith bargaining. In this way, both parties would be seeking ways to minimize the possibility of such action occurring. The right to strike has become an accepted sanction and one which ensures that the bargaining process is not weighted in favor of the employer.

Free collective bargaining is not available to all colleges in Alberta. Those colleges in which it exists presently have retained the concept of tenure, have fair grievance procedures, generally higher salary schedules and lower workloads, and their collective agreements are often used by other colleges as an example of the type of agreements that all colleges should work towards.

Voluntary Binding Arbitration

One solution to the problem of free collective bargaining, as opposed to binding arbitration, might be for the colleges to be granted the right to strike but with the possibility of voluntarily choosing binding arbitration for a single set of negotiations. Voluntary binding arbitration can have the characteristics of free collective bargaining, compulsory arbitration and final-offer selection. With this method, arbitrators are selected and mutually agreed upon before collective bargaining proceeds. At a specified time, the two parties to the negotiations exchange proposals which form the initial positions of both parties, and which define the limits of the topics for negotiation.

On the basis of the initial positions and subsequent negotiations, the faculty association and the board indicate whether or not the dispute will go to compulsory arbitration. If either party is not in agreement with binding arbitration, the free collective bargaining process is initiated. If the mutual choice is for binding arbitration, then one name from the predetermined arbitrators is chosen. The arbitrator first acts as a mediator to the dispute, attempting to bring the two parties to a fair and amicable settlement. Following another specified period of time, the arbitrator will ask for the final positions of the two parties. After meeting with the parties he will set out those items on which there is agreement and render an award on those items on which agreement could not be reached. The decision of the arbitrator is final and binding on both parties. The only item which cannot be arbitrated is the method of settling disputes. This remains until mutual agreement is reached on its exclusion.

Voluntary binding arbitration should appeal to those who think that full economic sanctions have no place in the academic community, to those who feel that compulsory arbitration almost always results in an award favorable to management and that once behind faculty can never muster up the persuasive power to catch up, and to those who think that final-offer selection is a reasonable method of dispute settlement since it eliminates the unreasonable initial positions of the two parties. This method of settling disputes may be the method that all post-secondary institutions should examine carefully since it may be the best way to ensure that both sides will be "reasonable."

Conclusion

In view of the upcoming legislative changes in Alberta and the possibility that a single act of legislation will apply to colleges and universities, it seems certain that some reference will be made in the new legislation to collective bargaining. At present, it is impossible to speculate on how far-reaching the legislation will be, in terms of defining membership in the bargaining units, a method of settling disputes, and the structure and powers of decision-making bodies at the institutions. Examination of statements by government officials in the Department of Advanced Education suggests that the government favors more restrictive legislation than the colleges and the universities have at present and would advocate for the future. One recommendation of a government official was that "faculty-board negotiations be restricted to matters concerning salaries and remuneration, and that matters relating to conditions of employment and teaching responsibilities be contracted on a twelve-month or less individual contract basis."[9] It was suggested that this would enhance the flexibility of post-secondary institutions, prevent escalating costs, increase "resource allocation flexibility", and prevent a labour-management relationship between faculty and board.

To restrict negotiations to matters concerning salaries and remuneration and not to conditions of employment and teaching responsibility shows a lack of understanding of the relationship that exists between the above matters. As the Association of Alberta College Faculties has argued on numerous occasions, the matter of salary is linked to workload. Workload is related to the number of student contact hours, number of preparations, discipline, lab time, sophistication of preparations necessary, etc. The number of students in each class is dependent on the range of course offerings which in turn reflects the curriculum policy of the institution, which in turn will probably reflect government policy. Any suggestion that negotiations be restricted to salary implies a lack of appreciation of the intricacies of faculty-board negotiations. The further suggestion that faculty could contract on an individual basis for workload, after salary has been negotiated, shows a lack of realization of the economic relationship between workload and salary. If this is the type of proposal that is indicative of the future of post-secondary bargaining, then government intervention appears to be a greater threat to academic freedom than anyone had supposed in the past.

Academics are no longer willing to accept lower salaries and remuneration because of their dedication to pursuit of knowledge.

Another suggestion made by members of the government department has been that the colleges examine the possibility of bargaining on a province-wide basis. At present, because of the diversity among the colleges, and the extreme imbalance of power when faculty must negotiate with the government, the college faculty have resisted the proposal. However, its advantages and disadvantages must be carefully weighed before a final position, hopefully a position consistent with that of the universities, can be taken.

The governments, not only in Alberta but in many other provinces, seem to be taking a view of education that differs from the attitudes of the past. Education was at one time seen as a "good" and as being responsive to the needs of society. More recently, however, education has come under scrutiny by many segments of that society, particularly by the government. The reason for this scrutiny has been assumed to be the currently popular concept of "accountability". As a result, a number of changes have taken place, especially in the role of the faculty member, who sees much of his power and influence being taken over by government and boards of governors, and his economic conditions not keeping pace with comparable positions in the private sector. Academics are no longer willing to accept lower salaries and remuneration because of their dedication to the pursuit of knowledge. With the recent influx of younger professionals the old idealism is waning. More and more the college instructor or university professor feels that as a professional he should make a professional salary. This is not to suggest that prime orientation of most faculty is not towards the client, but that this orientation can no longer be used by boards and governments to maintain terms and conditions of employment that are below comparable positions in the private sector. In the past boards have wanted "lighthouse" settlements with the academic staff in order to attract highly proficient and qualified professionals to their institution. However, with the recent budgetary restrictions, the cry for accountability and the increase of qualified university graduates, the effects of budget reallocations have fallen more heavily on the academic staff with the result of a reduction in money available for sabbaticals, travel, conferences, research and the insistence that with the same salary is a concommitant increase in workload in terms of a greater number of students, a greater number of preparations and a greater number of hours of formal instruction.

One cannot prove that this would result in a decrease in the quality of education, and hence ultimately affect the rest of our society, yet one realizes that post-secondary education has long been considered a force in the improvement of society, in the development of the culture of that society, and a centre for free thought and criticism. It is far too important to take it out of the hands of the practicing professionals and place it into the hands of government-appointed administrators or government bureaucrats themselves. To do so would be to destroy the whole concept of a university or college. The college faculty in Alberta have found that collective bargaining has provided a good method by which faculty can maintain terms and conditions of employment and protect their academic rights and freedoms. Through the individual faculty associations and the provincial association faculty can exercise some control in the educational process by influencing policies of Boards of Governors and the Government. Short of government legislation it is unlikely that the bargaining orientation will change in the future.

FOOTNOTES

[1] John Crispo, "Collective Bargaining in the Public Service," *Canadian Public Administration, 1973, 16 (1), p. 10.*

[2] *Ibid.*, p. 10.

[3] "Collective Bargaining and the Professional Employee," Conference proceedings of the Centre for Industrial Relations, University of Toronto. December 18th, 1965.

[4] D. D. Carter, "Collective Bargaining for University Faculty: A Legal Perspective," November, 1973.

[5] Canadian Personnel and Industrial Relations Journal, 1973, 20 (2), p. 31.

[6] T. P. Chen, "Effective Representation of Faculty Interests: A Preliminary Paper Submitted to the AASUA. August, 1970.

[7] The Alberta Labour Act, 1973, Division 15, Article 163, 1. a.

[8] *Ibid.*, Article 163, 1, b.

[9] R. A. Bosetti, System Integration-Coordination-Growth. The Alberta System of Post-Secondary Non-University Education, Master Plan Number One, 1972.

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College-University Transfer : Evolving a Province-wide Solution

R. H. Cooke and D. C. Harper

Writing an article on articulation and transferability in Alberta for the CAUT Bulletin, raises some interesting and conflicting feelings and thoughts. Given that transferability of post-secondary students from one educational institution (in this province) to another has been a persistent problem over the years, and a problem that has attained serious proportions particularly in the last four or five years, it seemed a most welcome opportunity to speak out. It seemed an opportunity to speak to those behind the (administrative) lines on "the other side" in a battle that has numbered its casualties not from among those waging it, but from among those on whose behalf it was being waged. Presidents' and Registrar's offices in Alberta post-secondary institutions all have voluminous files of correspondence on the subject — here was an opportunity to pull it all together and perhaps identify some of the restrictive, anachronistic, bureaucratic limitations that were being imposed on students — the people we all nobly vowed we were serving — and maybe clear some or all of them away. Better late than never — certainly this was long overdue.

On the other hand, over the few months spent pulling this article together and putting it down, all of a sudden things seem to be happening. Representatives of the varied post-secondary institutions were getting together taking things over as reasonable people, working in concert to achieve resolution and making some significant headway. To speak out, with all due effort to be objective, might be to raise defences all over again and hamper the chances of reaching the apparently imminent resolution. It seemed then not that any statement was overdue, but that it was just a bit premature. Most of the history might best be forgotten with all of the anguish, anxiety and anger it harboured.

A fairly simple statement of the problem would have to begin with identification of three key variables: institutional autonomy, admissability to institutions and portability of transferability of credit (advanced standing). Every post-secondary institution must have the right to play the primary role in the definition of its mandate, and in the prescription of how it carries out that mandate. This much is not problematic. Problems occur, however, when some institutions feel that students in whom they have invested time and effort are not being fairly treated by other institutions. Problems occur when institutions with significantly different mandates look upon each other not as equal partners in the educational enterprise but as superior or inferior to one another, as big and little sister or, heaven forbid, as parent and (not always welcome or legitimate) off-spring. Problems occur when institutions without due consultation and evaluation refuse to allow that the education that takes place in another setting might be just as rigorous as that they are providing themselves. Institutional autonomy does not mean, and cannot be allowed to be interpreted as meaning, that an institution can go about its business doing things as it always has been doing them, forcing everyone else to measure up to its traditional "standards" traditionally defined.

Les professeurs Cooke et Harper, administrateurs dans deux collèges communautaires de l'Alberta, examinent la question du passage à l'université dans leur province. Ils estiment qu'une étude en profondeur du mode de passage des étudiants du collégial à l'université s'impose depuis longtemps, et proposent des moyens concrets en vue de la mise en place d'un système nouveau et plus efficace. Ils donnent aussi un aperçu de la genèse des «junior colleges» et des collèges communautaires, et s'interrogent sur la valeur de certaines études et certains rapports de commissions d'enquêtes qui ont tenté de rationaliser le système d'enseignement supérieur de l'Alberta. Quant à l'avenir, les auteurs estiment que diverses mesures législatives récentes qui ont reçu l'accord et des universités et des collèges sont de bon augure pour les étudiants du collégial qui désirent être admis à l'université.

University set standards

Education in the Province of Alberta has long been dominated by the University of Alberta. As old as the province itself, the University has set the academic standards for virtually every endeavour in the province requiring post-secondary education, even shaping the public school systems by training virtually every teacher in the province for the first 60 years. The University of Alberta also gave birth to the second major university in the province, The University of Calgary, which before being granted autonomy in 1966 was operated as a satellite campus of the University of Alberta. Standards for admission to the universities have always been considerably higher than those required for high school graduation. Thus, traditionally only a small percentage of students completing high school have qualified for admission to the universities.

The Province of Alberta also had an early experience with junior colleges, the most significant of these being Mount Royal College in Calgary, established in 1910. Alberta was also offering technical and trade education as early as 1916 when the Institute of Technology was established in Calgary. The relationship between these institutions and the university was very limited. Although Mount Royal College was offering post-secondary courses from its inception, it was not until 1931 that a formal agreement on transfer to the university of Alberta was reached. Transfer, however, was only permitted for those courses that used the same text as the university, has instructors approved by the university and used the same final examination often marked by the university faculty. In 1957 the provincial government established the first public junior college at Lethbridge, with similar transfer arrangements with the university.

In the decade that followed, other public colleges were established at Red Deer, Grande Prairie, and Medicine Hat, and Mount Royal College became a public institution. Each time the pattern of affiliation was similar. The only change was that, with the establishment of the University of Calgary, the southern colleges became affiliated with that university and the northern colleges with the University of Alberta. The new colleges offered not only university transfer courses but also an increasing number of career courses. These courses attracted students planning on a career after college and also those wanting a university education but not elegible for admission to the provincial universities. People in this latter group often found that they were able to transfer to schools outside the province and the country and complete an undergraduate degree with minimum loss of credit. In 1967, no doubt as a result of the centennial celebrations of the times, a nationalistic attitude began to develop. College students questioned their forced deportation. With the larger numbers now affected, the provincial government gained awareness of the problem. In response to a letter requesting a solution to the problem, the Minister of Education at the time, Robert Clark, responded favorably.

The province at this time was increasing expenditures on a provincial college system. Increased enrollment meant increased operating expenses; new facilities were being planned; new programs approved. It became apparent that the non-university institutions could become the most rapidly growing segment of education in Alberta. In 1969 the provincial government established a separate bureaucracy to administer the affairs of this group of institutions with the adoption of the Colleges Act.

Rationalization of the System

With the colleges organized into a system, the government and the members of the system could begin to address the problem collectively. The concern appeared to be two-fold — to develop a fair provincial system of transfer and to create more autonomy for the colleges. Whereas negotiations had previously taken place between representatives of the institutions they now were to take place between representatives of the systems — the Universities Coordinating Council and the Alberta Colleges Commission.

The Universities coordinating Council received two reports outlining the problem — *Affiliation Between Colleges and Universities in Alberta* (1969) and *The Affiliation of Colleges* (1970). The first was approved by the Coordinating Council in October 1969 and approved in principle by the Colleges Commission. The latter was approved by the Coordinating Council in December 1970 but apparently not forwarded to the Colleges Commission.

Both of these reports assumed a rather paternal stance and retained the majority of the decision-making power for the universities. The first report specified the qualifications college instructors must possess in order to teach a course, required that the colleges establish policies regarding academic freedom and tenure and academic appointments, and advised the colleges to maintain standards that would lead to successful transfer of the student to a university.

The second report, the one apparently not forwarded to the Colleges Commission, was even more specific. It laid out an elaborate procedure which colleges wanting to affect affiliation would have to follow, involving submission to the Univer-

sities Coordinating Council, referral to the appropriate General Faculty Council, then to an evaluation committee on which the colleges were represented by a single member. The report also specified minimum standards that the college must meet in order to receive a favorable recommendation to the General Faculty Council. These standards included specific educational background for the instructors at the college, the number of instructors involved in teaching university transfer courses, policies for appointment of staff, academic freedom and tenure, the establishment of an academic council similar to the General Faculty Council of the universities. The university evaluation committee would investigate and report to the university on the college's policies and academic council. Small wonder that the report apparently did not get to the Colleges Commission!

Affiliation and Transferability

The Colleges Commission was not exactly remaining silent on the question of transfer. They, in fact, initiated discussions which led to the formation of a committee chaired by Dr. Gordon Mowatt of the University of Alberta, former Chairman of the Provincial Board of Post-Secondary Education. The committee submitted a report to the Universities Coordinating Council on June 30th, 1971 entitled *A Report on the Concept of Affiliation Between Colleges and Universities in Alberta with a Proposal for Change.*

The committee recognized two related external forces that were affecting the situation — public and political pressure for a solution. In the matter of relations between colleges and universities, the committee upheld the concept of institutional integrity as related to an institution's own programs, but also suggested that inter-institutional agreements must be supplanted by a provincial system. The committee's conclusions were that:

1. Procedures were apparently long and involved.
2. Present arrangements were characterized by an action-reaction type of relationship in which universities were not seen to display active interest in the development of the transfer system.
3. No provision was made for a focal point of leadership supported by universities and colleges alike. As a consequence, initiatives in the improvement of the system were sporadic, communication throughout the post-secondary system was poor, and misunderstandings were abundant.

As a means to solving these problems the committee recommended the establishment of an Articulation Council made up of representatives of all types of institutions, the Colleges Commission and the Universities Coordinating Council. The Articulation Council was essentially to function as a secretariat, keeping member institutions abreast of problems and the public up to date on advances. Problems could be referred to it by the members and it could suggest solutions to the members within the following limits: "..., no proposal should be presented to a university unless a majority of university members on Council have favoured the proposal, nor to colleges unless the proposal was favoured by a majority of college members."[1] Additionally, no recommendation of the Articulation Council or any combination of its members could apply to a particular member institution until ratified by that institution. Anyone who didn't like the rules of the game would be permitted to sit it out.

Although the report was received by the Universities Coordinating Council and approved by the General Faculties Councils of the three universities it was accepted by the Colleges Commission only provided that the Articulation Council would function to monitor the implementation of a proposal whereby, for a trial period of two years, the universities and colleges would accept the policy that admission and advance credit would be granted on recommendation by the sending institution.

This proviso was based on a policy previously adopted among all non-university institutions in the province when they agreed to accept the principle of the sending college specifying the placement of the transferring student.[2] This policy, although not in fact widely practiced, was adopted as a show of good faith by colleges. It was not one, however, that the universities were wont to adopt. It was at this stage of impasse that the new provincial government established the new Department of Advanced Education and abolished the Universities Commission and the Colleges Commission.

The new Department of Advanced Education was given responsibility for all post-secondary education in the province. The purpose was to provide for better coordination of education that had previously been administered by several different departments and commissions. With the abolishment of the Commissions the colleges and the universities were directly responsible to the Department of Advanced Education.

On the question of transfer the Department indicated its intention to develop a system-wide solution to the problem. The first step was to develop proposed criteria for policy development and to have all constituencies react to the proposal. From a series of meetings held in late 1973 there evolved a Department of Advanced Education position paper which was the subject of a meeting December 19, 1973 to which all post-secondary institutions were invited. The paper outlines an Admission Policy which stated that "All aspirants to post-secondary education who may benefit thereby should be provided admission to the Alberta system of advanced education. Admission of students to any post-secondary institution should be on the basis of credentials presented, a definition of maturity, or the recommendations of an accredited sending institution."[3] It also contained a Transfer Policy which stated: "Transferability of credit should facilitate student mobility, promote a career ladder concept, and avoid unnecessary repetition of content and duplication of student effort."[4]

The paper also called for the establishment of an Articulation Council to implement, evaluate and review policy and to act as an arbitrator in matters of admission and transfer between institutions. Membership was to be balanced with "one representative from each of the four universities, two representatives from the public and regional college subsystem, and two representatives from the technical institutes and Alberta Vocational Centres."[5] The chairman was to be appointed by the Minister of Advanced Education.

The function of the articulation council was to be essentially the same as that proposed by the Mowat Committee in 1971. The main difference was in the attempt by the Department of Advanced Education to make the decisions of the Articulation Council binding. It was against this principle that the universities of the province reacted. The Minister of Advanced Education at the December 19, 1973 meeting, recognizing that current legislation did not permit decisions to be forced on those institutions which did not agree, promised that if such cooperation was not volunteered it would be legislated. The universities, particularly Alberta and Calgary, reacted strongly. They were already on record as supporting the Mowat recommendation of a collection of fellows who would not attempt to interfere with the autonomy of any member institution. This would not, however, allow for the development of a system-wide solution to the problem of transfer.

The University of Alberta Board of Governors, perhaps sensing that a more positive approach to the problem was required, asked the Minister of Advanced Education to permit the universities and the colleges to affect a solution that would be acceptable to all parties and would not include the Department of Advanced Education. The minister agreed and the result was a series of meetings of heads of the various colleges, universities and institutes.

After 1967 it became apparent that the non-university institutions could become the most rapidly growing segment of education in Alberta.

Not long ago it was often stated as a futuristic view that education would become a lifelong process, a continuing involvement from birth to death. This future is now present, and the limited traditional means of entering the post-secondary stream are accepted as inadequate. The age of education is upon us. People must (and want to) be able to avail themselves of education that has been denied them, and will continue to be denied them if new kinds of institutions are not nurtured, and established institutions do not change with the times to permit access to individuals capable of success but lacking traditional admission tickets. We have enough experience now to know conclusively that students who do not have conventional entrance requirements are often able to achieve well in all types of programs. We have developed some simple and highly valid means of determining which of these potential students can move directly into streams of more advanced study and which require additional preparation (before embarking on more advanced study.) Universities have not reached these people for a variety of reasons, including people's perceptions of the university, size, and many facets of tradition. Other post-secondary institutions do reach these people, and being staffed primarily by people with university educations can prepare, and evaluate preparedness of, people for university study and even provide them with a solid beginning of university level education.

We are now, largely due to the fine efforts of the senior administrators of our post-secondary institutions over the past five months, at the point where some agreement has been reached among the institutions regarding admission and transfer of credit. In a report submitted by the Universities Coordinating Council to the Minister of Advanced Education the universities have agreed that "where a person has successfully completed one year or more at a public or private community college, an institute of technology, or a regional agricultural or vocational college, that person is deemed to have satisfied the *matriculation requirements* of a faculty or school of the university"[6] and shall be automatically admitted to the university, provided no other entrance requirements are required by the particular faculty or school. The problem of admission seems to be solved. We are now at the point where the universities will automatically grant advanced credit for course work completed in other institutions that have university transfer programs. In the above report it is stated that "for these institutions the university will accept for credit towards a degree in the Faculty of Arts and Science the courses specified by any such institution up to a maximum of five full-year courses or ten half-year or semester courses,"[7] and further that "the university is ready to negotiate with any post-secondary institution for the transfer of credit of courses at any level towards the degree of any faculty or school. In such case the decision of the university is final."[8]

In the past few months the universities of the province have approved the policies outlined above. If the effort and agreement evident over the past months is continued over the next year by all concerned — and the successes and accords achieved so far seem to have whetted the appetite for more — and in the 1974-75 academic year we should be headed for a very positive future.

FOOTNOTES

[1] Department of Advanced Education "Toward the development of a Provincial Policy for Transferability", 1973.
[2] Department of Advanced Education, *Handbook of Policies and Procedures for the Transferability of Students in Alberta's Agricultural and Vocational Colleges, Institutes of Technology, and Public Colleges;* April, 1972.
[3] Department of Advanced Education, "Transferability Policies and Guidelines", 1973, p. 5.
[4] *Ibid.*, p. 7.
[5] *Ibid.*, p. 9.
[6] W. E. Beckel, Universities Coordinating Council, Report to the Hon. J. L. Foster, Minister of Advanced Education, May 29th, 1974, p. 4.
[7] *Ibid.*, p. 5.
[8] *Ibid.*, p. 5.

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Collective Bargaining in Ontario Colleges of Applied Arts and Technology: an employee viewpoint

Ross Rachar

L'auteur de cet article examine les développements lents, parfois décevants, dans le domaine des négociations collectives par le personnel du collège des arts appliqués et de la technologie d' l'Ontario. Il analyse les efforts de l'association de la fonction publique de l'Ontario en vue d'organiser et de négocier au nom des membres de ce personnel, et les obstacles à surmonter, soulevés en partie par les Bureaux des Gouverneurs de certaines institutions, et par le Gouvernement provincial lui-même. Il examine aussi les réactions des membres de ce personnel face à leur première convention collective, et les répercussions de la législation provinciale de 1972 — la loi régissant les négociations collectives des employés civils pour le personnel enseignant des collèges communautaires.

The prelude to bargaining

On 14 Feb. 1967, the Minister of Education (The Hon. Wm. Davis) issued a "Minister's Guarantee" to academic staff members in the various educational institutions which were slated to become the nucleus for the new Colleges of Applied Arts and Technology. Most of those same staff members remained on staff through the official establishment of the College system on 1 Sept. 1967. The "Guarantee" promised that staff members would be at least as well off after transfer. It also promised that there would be a mechanism established for representatives of faculty to raise concerns to the provincial Council of Regents, the new advisory body for the Colleges. The details of that mechanism were promised before the transfer date.

After transfer, many of those transferees found themselves as well off, only in the opinion of Management. Nor did the promised details of the mechanism for representation materialize as promised. The wording of the "Guarantee" did not seem to anticipate formal collective bargaining but one thing at least is indisputable — the new terms and conditions of employment were imposed with *no involvement* of faculty representatives. The mere involvement of faculty might have proved sufficient to satisfy them; but the representational vacuum, a product of political convenience and indecision, had to be filled. There has followed a long struggle toward full-fledged collective bargaining — a struggle not yet completed.

The pressures to fill the vacuum raised several important questions: (1) Could the faculty at each College bargain with the local Board of Governors (the hiring agent) under private-sector legislation? (2) Were the Colleges agents of the Crown (Ontario)? (3) Did the Civil Service Association of Ontario (CSAO) acquire the right to represent through the existing Public Service Act which granted to that organization the right to represent Crown employees?

CSAO made certification applications to the Ontario Labour Relations Board (Private Sector) on behalf of two groups of College Support Staff. That Board refused jurisdiction on the grounds that Colleges were Crown Agencies. On the premise that these were Crown employees, CSAO then approached Government, in particular, the Council of Regents, to negotiate a contract. Since the existing Education Act indicated that terms and conditions of employment must stem from the provincial level, it is not surprising that the Support (non-academic) Staffs of all the Colleges were treated as one bargaining unit, under one contract. A first agreement was reached under the provisions of the Public Service Act.

During 1968, CSAO took steps to bargain with the Council of Regents, also on behalf of Academic Staff. The story for faculty bargaining goes much less smoothly. Government showed great reluctance to accept CSAO as faculty bargaining agent. The explanation was given that a number of other organizations had claimed a similar right. With terms and conditions for faculty in a state of flux, being moulded arbitrarily be management as the system grew rapidly, it is easy to see why the Colleges were quite willing to delay collective bargaining as long as possible. Faculty members across Ontario, being of diverse opinion, provided management with ample opportunity for such delay. Though CSAO did start preliminary negotiation during the fall of 1968, little was accomplished before a formal challenge was launched by a competing organization.

An organization called the Ontario Federation of Community College Faculty Associations (OFCCFA) submitted an affidavit before the Ontario Supreme Court, claiming that its member faculty associations represented the faculty members of some 14 (i.e. a majority) of the Colleges. The court granted an interlocutory injunction prohibiting CSAO from purporting to represent OFCCFA members. Some of the alleged member associations later disclaimed consent to the claims made. The approach taken by OFCCFA enabled it, on the strength of one signature of a faculty member, to claim the right to represent all faculty at a college. Though the organization clearly had strong support at several colleges, it was later shown to have much less support than was originally made to appear.

At the risk of oversimplifying, it may be said, that OFCCFA promoted itself as a teacher organization to control the destiny of teachers. CSAO claimed a well-established organization with recognition under the Public Service Act, which could provide the desired services and autonomy. (It is worth noting here that the Council of Regents had given an ultimatum to the effect that it would not bargain with any group until it could bargain collectively with one group on behalf of all faculty. The Council also indicated that there would be no further salary increases until they were negotiated.) The relative merits of the two competitors provided faculty members with countless hours of debate and reams of propaganda. While the struggle continued, management readily avoided the encumbrance and cost of collective agreements.

In the absence of legislated procedures to settle the dispute, CSAO, OFCCFA and Government eventually agreed to an ad hoc recognition proceeding. Early in 1971 CSAO gained recognition by a vote of all members of the potential faculty bargaining unit.

Bargaining at last!?

From those who had waited so long for negotiation, there was a collective sigh of relief. Little did they know what was in store. From the recognition in the Spring of 1971 it took until September 1972 to plod through negotiation, mediation and compulsory, Government-imposed arbitration under the Public Service Act. The resulting contract was to run retroactively from Sept. 1971 through August 1973, with automatic continuation till a new contract. (That contract is still in effect).

Frustrating, sometimes bitter experience under that contract revealed beyond doubt that the arbitration board had imposed language so loose and insidious that hardly any grievances were winnable. The Public Service Grievance Board even ruled that certain issues obviously raised by the contract are left indeterminate by the contract language. In one case, the contract indicates a payment of money, but not the amount and terms of payment. The courts may ultimately provide a remedy, but even if they do, it will lag at least two years behind the original complaint. (It should be noted here that the Public Service Grievance Board is appointed *entirely* by Government. The lack of balance between the parties has given rise to loud protests from the Union).

During the life of the first contract (in Dec. 1972) new legislation was imposed on most Crown employees — the Crown Employees Collective Bargaining Act (CECBA). Most of the text of that Act applies to CAAT faculty. Despite public protest and critical briefs to Government during the Act's formative stages, CECBA became undoubtedly the most right-wing, monarchistic labour legislation existing on this continent.

A reading of CECBA, especially Section 17, which legislates management rights, is an incredible must for anyone interested in the plight of public-sector bargaining. Through it Government purported to provide an effective bargaining vehicle. As we were soon to become painfully aware, it is an Act to confuse, frustrate and restrict collective bargaining in any generally accepted sense.

An attempt to bargain under the new Act

In May 1973 CSAO, on behalf of CAAT faculty, presented an extensive and much changed new contract proposal to Management in an attempt to establish detailed and enforceable conditions — something the first contract had not done. Considering the failure of the first contract along with the extensive changes sought, the new proposals amounted to a "first contract" for practical purposes.

(As a sidelight it should be mentioned here that any adequate contract which applies to all CAAT faculty will be quite extensive. Within the system there exist more than 60 campuses of considerable size, each with its own set of circumstances and local goals. Since local negotiations do not formally exist, to resolve special local issues, the scope and language detail of a province-wide contract must serve as an amalgam of many local contracts.)

Over the ensuing 9 months, throughout negotiation and mediation, Management proceeded gradually to unveil its position in response to the Union position. A number of the Union proposals were rejected outright, as being within management rights under CECBA and, therefore non-negotiable (e.g. key areas of lay-off security, class size, contrac-

ting out, classification, pension). In the view of Management, some proposals were "inappropriate"; others merely received no response. While the Union insisted on a complete written response from Management, the Management representatives insisted that a complete response was not a requirement of CECBA.

After a brief period of mediation it became clear to the mediator and the parties that there was no hope of settling the issues at the table. Even by that time the Colleges had not given a complete response to CSAO's initial position. Apparently the prospect of compulsory arbitration imposed under CECBA was a sufficiently comfortable and secure atmosphere for Management in which no effective negotiation could take place.

Arbitration boycotted

In Spring of 1974 CSAO representatives prepared a 240-page arbitration brief in anticipation of formal hearings before the Public Service Arbitration Board. The CSAO bargaining team was keenly aware of a growing ferment amid College faculties in opposition to the type of arbitration imposed under CECBA. The voices of a concerned few were soon to trigger wide-spread opposition, not only on the part of faculty, but throughout all of CSAO membership.

The Public Service Arbitration Board consists of *one nominee of the Crown* in its management role, one nominee of the Union, and a Chairman appointed for a renewable two-year term *by the Crown*, through order in council. On the day scheduled for formal arbitration to commence, a picket line of faculty members formed outside the Royal York Hotel, protesting the unjust arbitration which was to take place within. Neither the team nor the Union nominee would enter to appear before the chairman on the dates scheduled. Letters and telegrams of support were received from faculty members across Ontario. The CSAO team called for an all-members referendum, which subsequently directed the team to boycott this arbitration.

Back to the table

Following the boycott some intensive direct bargaining sessions took place. The Colleges were apparently convinced that CSAO would settle only through direct negotiation, and had given sufficient indication of an improved offer. Management gave the first indications of real bargaining, but a settlement on certain key issues was still out of reach even after six days of round-the-clock talks, plus one separate day for good measure. The impasse centred on work-load, job security, vacation parity for counsellors, approximate pay parity for librarians and across-the-board salaries.

The major obstacle to settlement appeared to be work load. In summary, the Union attempted to gain contract clauses to stem the tide of increasing faculty loading, and to stabilize class contact hours at the level of the better established practices. Management maintained that faculty had been underutilized for the last 7 years (since the opening of the Colleges) and that the Colleges had to remain free to increase the average loads considerably across the system. The most generous clauses the Colleges would accept, would have permitted increasing loads beyond those in other college systems and those well established in Ontario Secondary Schools. (Preparation time has already been seriously eroded for many College teachers.) On the closely related issue of job security the Union insisted on orderly and visibly just procedures that would expose management decisions to scrutiny and effective challenge. According to the Management representatives the important aspects of the Union proposal were non-negotiable under CECBA.

Government showed great reluctance to accept CSAO as faculty bargaining agent, saying that other organizations claimed a similar right

The CSAO bargaining team, composed entirely of elected faculty representatives, felt that they had made the greatest possible movement in their position, even beyond the point of honourable compromise on some items. Even so, agreement could not be reached. The team unanimously rejected the latest position of Management, but decided it must leave the final decision for the members. An all-members ballot to accept or reject the offer was planned for sending out in June. At a crucial moment Management representatives bypassed the bargaining agent and sent propaganda directly to all those within the bargaining unit, with appeals to accept so-called "interim" settlement of salaries, "without prejudice" to further negotiations on all issues. The major bargaining lever at the time consisted of the difficulty Colleges were having in retaining and hiring faculty at non-competitive salaries. In the circumstances the offer of quick money "without prejudice" was enticing to some, but hollow to the negotiators, especially in view of past experience with similar "without prejudice" offers from Government.

Ballot delayed

Unfortunately there was too little time left to counteract the propaganda sent from Mr. Sisco (Chairman of the Council of Regents) to each faculty member, and to mail out the ballots before the major vacation period. A charge has now been laid against Mr. Sisco, under Section 27 (1) of CECBA, for interference between the bargaining agent and the members. To our regret the Public Service Labour Relations Tribunal, which will hear the case, is appointed entirely by the Crown, under CECBA.

Two months ago, the all-members referendum was mailed out, with the ballot asking for acceptance or rejection of the latest total offer, not the so-called "interim" settlement. Management sources claimed that the faculty members were eager to accept the offer, but the negotiating team strongly recommended rejection, recognizing that a vote to accept the management offer would put an end to the bargaining.

The CSAD rejected the government's position in a vote held last September, and the government has appointed only one representative on the arbitration board and a chairman will now be jointly appointed.

Plans for subsequent concerted action to strengthen the team's bargaining position are well in hand.

The political irony (a footnote)

Surely history will see the growing militancy of College faculties and other Crown employees (mostly represented by CSAO) as a political blunder of the Davis PC Government. CECBA was imposed on employees who were traditionally passive. They would have tolerated the prohibition of strike; they would likely have accepted a compulsory arbitration of balanced tripartite structure to settle disputes. But the combination of inequities in CECBA was just too much. The die is now cast and the militancy, bred by the heavy hand of Government, continues to grow.

Teacher Classification — a case of ill-inspired rationalization

Roland Proulx

There is a danger that the current crisis in post-secondary institutions will be viewed with unconcern by the people working at the university level. A certain "elitist" concept of the university professor, a long-standing and deeply ingrained tradition which has not yet been put to the test of a major crisis in the university community, and the university's "immunity" repeatedly proclaimed by the Quebec Council of Universities[1] in its report on the objectives of higher education could all be factors in this indifferent attitude, and foster the belief that the barometer is rising.

Both for reasons of solidarity within the teaching community and because of a possible escalation which could eventually spread the conflict to the universities themselves, it appears urgent that we become parties to a discussion which touches upon the very concept of education.

The Years 1960-70: Investing in Education

It would be pointless to dwell at length on the considerable and highly creative efforts in educational upgrading which characterized the Quebec teaching community in the years 1960-70. New and considerable forces were released and harnessed to new tasks: a reappraisal of the educational system, the development of new policies, the launching of new programs and educational experiments. New patterns and a new concept of education gradually emerged.[2]

The 1970's: Operation Rationalization

While such an effort was necessary to bring our educational system up-to-date and to cope with the cultural revolution which was under way, things had to be rationalized. Cultural mobility was on the increase, soaring educational costs were threatening to destroy the already precarious social and economic balance, school attendance was dropping, and the need to rationalize and plan became all the more urgent. The urgency was compounded by the pedagogical need to coordinate curricula and to make better use of the new energies and human resources. Planning seemed to be the keynote for the 1970's.

The Council of Universities report on the goals of education seems to have correctly diagnosed the situation and laid the foundations for a sound and balanced planning operation.

The first chapters of Book III[3] reveal a clear awareness of the unavoidable tensions between rationalization and creativity, centralization and participation, autonomy and integration. This

difficult but necessary balance in making the plans operational and applying the policies of autonomy is maintained in the recommendations of Book II[4].

The fact that such conclusions were reached in the university sector is certainly encouraging.

The Problem of Classification — A Case of Irrational Rationalization

In such a context, it is at least surprising that rationalization took a different turn in the college sector, particularly in relation to teacher classification.

Of course, the total situation is still changing and will require further analysis. It would be premature to pass final judgement on something which is developing and becoming more complex and difficult from day to day.

The issue of declassification — which is the focus of the current discussion, undoubtedly raises specific problems that had to be faced sooner or later.[5] However, the very principle of classification and the way in which it is applied may well go far beyond this specific context and involve some very basic choices. In reading the *Manuel d'évaluation de la scolarité* and scanning the papers and press releases for stories and news reports on declassification,[6] one finds that the solution to the problem of classification is in fact related to a broader policy which is, to say the least, both hazardous and questionable.

1. In the first place, we must recognize our concern for the manner in which teacher classification was carried out in the post-secondary schools. A thick handbook, the *Manuel d'évaluation de la scolarité des enseignants*, was unilaterally enacted and applied by the Quebec Department of Education. Originally, everyone probably shared the hope that this monumental undertaking would be the result of joint effort on the part of the Department, the administrators and the teachers. However, when this approach proved to be hopelessly slow and unsuccessful, we can understand that the Department finally gave up and decided to act, and make a decision for which it would have had final responsibility in any case. While this is understandable, it cannot be condoned. In our opinion, no realistic and qualitative policy on teacher evaluation should be drawn up and carried out without teacher participation. As far as we know, speed was not a matter of life and death.

It would have been possible to deal with immediate problems while allowing the committees of inquiry to develop, in mutual respect and in recognition of a complex situation, a complete and long-term solution to the problem of teacher evaluation. The manual may have had merit for its clarity and precision, but it remains in many respects theoretical, unilateral and partial. It is the work of bureaucrats who, in their desperate and premature urge to find quick solutions, paid little heed to the changing and complex situation of the teacher and to the essential need for involving him in a process in which he is most directly concerned.

In this regard, some of the remarks made by the Council of Universities should have been accepted by the Department of Education. We shall quote one which in our opinion applies equally, *mutatis mutandis*, at the university and the college level: "(...) the decision-making processes should willingly be made more cumbersome to allow for the widest possible participation in policy development; what is apparently lost in time and energy can easily be regained, on the whole, through a greater and deeper understanding of the problems, and also through the achievement of a quicker consensus once the decision is made (...)."[7]

The unilateral application of the *Manuel*, in fact, caused utter confusion and unforgivable errors.[8] At least on the administrative level, the Department tried to mitigate the excessive theoretical rigidity and obvious injustices inherent in the standards of the Classification Manual, by showing flexibility in their application. Among other things, arbitration was made possible, and review committees were established. Reacting to the many complaints and criticisms, the Department of Education, on August 11, 1973, reminded all parties of the existence of the Commission on the Classification of Teachers at the elementary, secondary and college levels, a body which it had itself set up on February 8, 1973. The Department gave the Commission a wide mandate: "The Department asks the Commission to study the teacher classification systems in the Canadian provinces and in certain American states, to hear the representations which may be made by the communities concerned, and to submit recommendations on an appropriate system of classification and related certification."

Such a mandate includes positive elements which should be underlined, and an invitation which should be followed up. However, the fact that review committees and an "ad hoc" commission of enquiry have been set up does not mean that the *Manuel* has been set aside. On the contrary, the *Manuel d'évaluation de scolarité* exists, has been applied and continues to be applied unilaterally. While some flexibility has been introduced into the interpretation, it is a system in which the rules of the game are distorted at the outset, and the application of such a theoretical and unidimensional model can only confirm that its premises are accepted. Even if the Department agreed to shelve it, it would remain in the memories of teachers as an authoritarian gesture, which generated and nurtured much suspicion, and jeopardized many useful relationships. The Department of Education will have to reckon with the new bitterness and indifference, and recognize it as a fact of life.

2. While the unilateral development and application of the *Manuel* deserve to be denounced as dubious and unacceptable, it is even more urgent and important to challenge the principle of teacher classification. Again, there is no denial of the reasons and need for effective and coherent rationalization, and no one is likely to question the intentions of the Department in developing the *Manuel*. Its real and sincere concern has in fact been confirmed by the recent setting up of two commissions of enquiry on teacher tasks, and by the call for briefs on this subject.[9] However, we have a duty to look beyond the intentions, even if they must be honestly acknowledged, and to assess the ways in which they are translated at the operational level. In our opinion, it is not self-evident that the goal of educational rationality should necessarily require, among other things, a uniform and univocal system of teacher classification, particularly if degrees and years of schooling are to be the basic criteria.

Let us look at a *first aspect* of the problem as illustrated by a very specific case: the uniform evaluation of degrees. Since 1960, Quebec has experienced a changing situation in which there have been three successive — and sometimes simultaneous schooling systems. Type A: terminal undergraduate degree (B.A.) and 15 years of schooling (equals 7 years in elementary school plus 8 years in liberal arts); type B: terminal undergraduate degree (D.E.C.) and 14 years of schooling (equals 7 years in elementary school plus 5 years in secondary school plus 2 years in college); type C: terminal undergraduate degree (D.E.C.) and 13 years schooling (equals 6 years in elementary school plus 5 years in secondary school plus 2 years in college). To end such a complex situation which often meant differences in terms of qualifications, the department decided to harmonize all these different situations on the basis of type C, thus downgrading types A and B. From an administrative point of view, obviously, uniform evaluation provided an easy and clear-cut standard of classification; from an economic point of view, it was profitable to the department. But it is perhaps equally obvious that such a principle is unfair and arbitrary. Not only does the Department fail to make fair quantitative allowance for the years of schooling which it recognizes in other situations, but it fails to assess the real competence of the teacher. Without questioning the intention, we cannot help wondering about the real hypotheses underlying the principle and system of classification adopted by the Department of Education. After all, consistency has its limits, beyond which it dissolves into inconsistency.

The manual may have had merit for its clarity and precision, but it remains in many respects theoretical, unilateral and partial.

Such a principle of classification can be found nowhere else, even in fields related to the teaching community, such as the professions. It is true that there are more variables in teaching than in any other professional field. However, this is no reason to resort to overly simple and rather distasteful solutions. As far as we can remember, no professionals have ever had their degrees retroactively downgraded, except of course the teachers. This is a dangerous precedent which we are bound to mention. It would be better to recognize the so-called "vested rights". This legal position may have its weaknesses, but at the moment it is part of the rules of the game which we have set for ourselves. The least that can be said is that "it would be better if the Department continued to honour the existing certificates, while feeling free to use its new standards for newcomers, who would be subjected to no retroactive measures, no surprises and no injustices. That is the course usually followed by Liberal governments. It seems however that in this case the Bourassa government is trying to be revolutionary at the expense of the teachers."[10]

The principle of uniformity in the assessment of degrees has drawn attention to one aspect of the problem and has revealed the kind of arbitrary and inconsistent improvisation to which the Department of Education has resorted. However, it is the total problem and the fundamental choice which must be brought to light, and this brings us to our second point. Basically, what is at stake is the very principle of assessing teachers on the basis of degrees and years of schooling.

The problem is not in classification itself. In fact, it may eventually be indispensable, for statistical or for administrative purposes, to classify teachers on the basis of degrees awarded and years of schooling. That is an aspect of good record-keeping which raises no objections.

Nor is the problem related to the uniformity aspect, i.e. the use of the same standards of assessment. We agree with the Department that the academic world has long harbored much inconsistency, and that rationalization is a necessity. Whether we like it or not, this will involve teacher evaluation.

The basic and all-pervading problem is the narrow concept of teacher evaluation. An "evaluation of schooling" cannot be taken as the equivalent of teacher evaluation. When you find that the *Manuel* is the only reference point for the assessment and salary determination of teachers, there can be no doubt as to the existence of such an equation. In other words, *"one"* standard has become *the* standard of teacher evaluation.

The fact that teacher evaluation has been narrowed down to an evaluation and classification based on degrees and years of schooling implies that some fundamental aspects of a teacher's qualifications, notably competence and experience, are ignored. A professor should be evaluated on the basis of a number of criteria, co-ordinates and values, and not only on the basis of his degrees and years of schooling, even if these two factors are very important. In an editorial entitled "Le nouveau classement est-il récupérable", C. Ryan has appropriately underlined this aspect of the problem among others: "The narrow manner in which it (the *Manuel*) bases teacher classification on years of schooling obviously reveals a lack of humanism and a misunderstanding of the other values involved in education. In such an area as education, one must take into account many factors other than 'the pure and simple accumulation of years of schooling' (brief submitted by the PSBGM) to establish the true worth of a teacher. Because it ignores this requirement and allows no leeway for its interpretation by the teachers' immediate employers, the *Manuel* has serious flaws, and this explains its rejection by the educational community."[11]

One-sided, arbitrary, inconsistent and overly narrow in its concept of evaluation: such are the major points on which the Department of Education must be criticized for its *Manuel d'évaluation de la scolarité*. These weaknesses are not only administrative, they are primarily academic and educational and related to the very concept of education. At the level of basic choices, the *Manuel* represents an unforgivable and unacceptable mistake. We therefore support the teachers in recommending that the *Manuel* be "frozen", that vested rights be maintained and that wider evalua-

Cont'd on p. 28

BOOKS LIVRES

Equality for Prince Edward Island women : a long way off

Report of the Provincial Advisory Committee on the Status of Women in Prince Edward Island. Hon. Jean Canfield (Chairperson). Department of Social Services, Prince Edward Island, Charlottetown, December 1973.

The Government of Prince Edward Island is undoubtedly to be commended for funding, through its Social Services Department, an advisory committee to investigate the status of women in the Province. The committee, comprising nine women, with the Hon. Jean Canfield in the chair, reported in December, 1973.

The committee was properly cautious in that it did not begin by assuming the existence of discrimination against women. Instead it "examined legislation, newspaper files and a variety of other information before reaching the conclusion that discrimination has existed — and continues to exist — in a number of areas, activities and laws within the Province of Prince Edward Island." This conclusion can hardly have come as a surprise. In fact, since the publication of the *Report of the Royal Commission on the Status of Women* in 1970, one jurisdiction after the other, in an uncounted number of briefs, reports, and special studies, has documented the discrimination against women in employment, education, pension and insurance benefits, marriage and property law, and in public life in general. The P.E.I. *Report* contains the same dreary recitation of statistics, different from the others only because the relatively greater poverty of the Atlantic region means that women there suffer even more than those in Central or Western Canada. The 160 page document, containing 43 recommendations, is a model of directness and clarity. The dreariness is in the reality which the *Report* describes, and in the fact that it confirms what the least-educated guess could have predicted without benefit of an advisory committee.

For the most part, the *Report* addresses itself to the situation of the 14,000 women wage-earners in P.E.I., large numbers of whom are in the food processing and service industries, or in the civil service. What it discovers is the same old story: women are segregated into particular occupation groups with a consistent pattern of low levels of remuneration. Until 1974, the minimum wage scale in P.E.I. was lower for female workers than for male. Women in office occupations received average pay rates between $16 and $34 per week lower than those of equivalent males. When the "head of a household" is a woman (which means that she is the sole support of a family unit) she earns on the average $2,000 less annually than her male counterpart. And so forth, and so on.

In the realm of public life, women play only a minimal role. No woman occupies a position higher than Director in the civil service. Only 10% of the members of boards, agencies, and commissions are women, and few of these are in posts which receive financial compensation. There are no women in the Provincial Legislature.

The *Report* does not discuss the situation of women in the university. However, it can be inferred from some of the material presented that the University of Prince Edward Island does not differ from most other Canadian universities in its treatment of women. For example, teachers in vocational institutes are paid according to two separate schedules. Those teaching such subjects as business education, cooking, sewing, and hair dressing receive between $6,450 and $11,550 per year. Those teaching bricklaying, carpentry, plumbing, and welding receive between $8,063 and $14,438. Although female students are in the majority in the senior high schools, 65% of students in post-secondary vocational training are male. Women predominate in the field of elementary education, but few occupy administrative positions within the school system.

One startling fact does emerge from the *Report*: "No woman has ever occupied a judicial office in the Province, and *none currently practice in the legal profession*..." (p. 58, my italics) The *Report* implies that until very recently a hidden quota restricted the enrolment of women in the Law School of Dalhousie University to two female students each year. It goes on to say that two female law students were employed by the Department of Justice in the summer months of 1971, and that "some members of the Law Society did not willingly accord them the treatment customarily enjoyed by potential members of the legal profession." ... "... for example, some practicing lawyers questioned their right to use the facilities and resources of the Law Library." (p. 61) Female students now make up one-quarter of the enrolment at Dalhousie Law School, and it is to be hoped that some of these women will decide to seek admission to the Prince Edward Island Law Society within the next few years.

The Maritime Subcommittee of the CAUT Committee on the Status of Women Academics meeting at Acadia University in February heard a report to the effect that salaries and fringe benefits of women at the University of Prince Edward Island have not been examined, but that a presidential committee has been established to study the status of women. The findings of this committee should provide a useful supplement to the Provincial advisory committee *Report*. Women in and out of the universities, however, are not eagerly awaiting the completion of yet another study with another set of recommendations. We look forward instead to the first substantial report from any jurisdiction which documents concrete steps taken to eradicate discrimination against women.

Hilda L. Thomas

Yet another study...

Escape from the Doll's House, Saul D. Feldman, McGraw-Hill, 1974, Pp. 204. $9.75

To be the subject of a study is a bad sign. Indians and the poor have long ago learned that a study is more a coroner's report than a guide to action. So, abandon all hope, women in graduate studies. You, too, have been studied, and Dr. Feldman has prepared a coroner's report for The Carnegie Commission on Higher Education.

His study is based on the answers to questionnaires circulated among faculties and students at American universities and colleges. The results should surprise no one. Women are encouraged to enter only those fields stereotyped as feminine; though they tend to enter graduate school with higher grades than their male counterparts, they are less likely to obtain a master's degree; and much less likely to achieve a doctoral degree. They have lower career expectations and less confidence than male students; and this is probably the result of conditioning at graduate school and before. The study did not examine conditions in Canada and that may be just as well. Conditions in this country are significantly worse.

Surprisingly, Dr. Feldman finds little evidence of deliberate discrimination. Perhaps not so surprisingly. Those questions intended to seek out discriminatory attitudes are obvious to any bigot of passing intelligence, and few are likely to admit being bigots, even to themselves. This contributes to the lack of cutting edge that disappoints in an otherwise useful book. Since he finds so little evidence of discrimination, Dr. Feldman can only suggest that the trouble must lie with attitudes fostered at other levels of education, thereby laying the groundwork for yet another study. And so the studies will pile up, sticks of dynamite without a fuse.

Escape from the Doll's House is generally excellent as a source of statistics to prove what everyone should already know. But its conclusions are soggy, indeed. More than anything else, they support the advice once given to me by an impatient foreman, "Don't think; woik."

Graeme Decarie

AVAILABLE

Awards for Commonwealth University Staff (1974-76).
A new and enlarged handbook. Contains hundreds of awards for the staff of universities in Commonwealth countries. Provides basic information about sources of financial aid for academic and administrative staff who wish to undertake research, make study visits or teach for a time in a Commonwealth country other than that in which they currently serve.

Available from The Association of Commonwealth Universities; 36 Gordon Square, London, England, WCIH OPF.

Commonwealth Universities Yearbook (1974)
A guide to the staff, course organization and activities of university institutions in the Commonwealth. The 1974 Edition contains, in 2300 pages, the basic facts about these universities that are needed by university teachers and administrators, students and others.

Available from the Association of Commonwealth Universities
36 Gordon Square, London, England WCIH OPF

Campus discipline : a complex problem

Student Protest and the Law. (1969) The Institute of Continuing Legal Education, Ann Arbor. 403 pp.; **Law and Discipline on Campus** (1971) The Institute of Continuing Legal Education, Ann Arbor. 381 pp.

It is a firmly held belief of many people that if they don't like something, the passing of a law will stop it. "There ought to be a law to stop that", is a frequently heard response. The kind of law which people believe should be passed is usually the criminal law. The criminal law is seen as the law which stops people doing things which they should not do. It has become increasingly apparent that the effective scope of the criminal law is far narrower than it was once thought to be. We now know that punishment is frequently quite inappropriate as a means of influencing people's conduct. Our prisons are full of people who have already served one or more terms of imprisonment. Our traffic laws do not appear to be able to control significantly the bad driving practices which lead to death and injury on the roads. In more extreme cases, the criminal law, for example, can have effects quite the opposite of what might have been intended. By convicting and punishing some people the law may make martyrs of them and greatly increase the prestige of their views. The focus provided by a trial may offer to an accused a first class forum for the presentation of views which might otherwise be totally ignored. At the same time the trial may be the cause of further disturbances as pressure is brought to bear to have it discontinued. Once the formal machinery of the law is invoked, the room for negotiation may be drastically reduced and factors like the need to uphold the dignity of the court may complicate the attempt to reach a peaceful settlement of an issue.

We can summarize the problem by asking the following questions:

1. What models of disciplinary tribunals are available? What are the characteristic methods of operation of each? What problems are likely to come up in each case and how can they be solved or minimized? What are the costs involved in each case?

2. What kinds of sanctions are available and what are the likely effects, problems and advantages of each type of sanction?

3. What kinds of argument are likely to be made by the various groups in the university which might be affected by any disciplinary process?

4. What has been the traditional method for solving such problems at any particular university?

An adequate discussion of discipline at universities must consider the answers to some of these questions.

The two books contain contributions to two conferences held under the auspices of the Michigan Institute of Continuing Legal Education. The first was held in 1969 and the second, I think, in 1970 (the exact date is not given) at Ann Arbor, Michigan. They discuss some of these issues and suggest some answers which have been found to some of the problems. Much of the material in these is now of only historical interest and much is of little relevance in Canada. For example, the discipline problems which are discussed were often brought about by student opposition to the American involvement in Vietnam and some solutions have had to take into account the provisions of the U.S. constitution and methods of law enforcement. However, the books do do one thing which is of great importance to Canadian universities. They make it clear that the problems of campus discipline are not simple. A university which attempts to control that behaviour of its members (faculty or student) which is not concerned purely with its academic pursuits, has to do some fairly careful work in considering the available disciplinary structures and processes and in the setting of the standards of permissible conduct. One of the lessons to be drawn from the American experience which is recounted in these books is that there is a great need for the extensive involvement of lawyers, either from outside or inside the university. A significant number of the participants at each conference were lawyers in private practice, counsel to universities or members of law faculties.

I do not think that any definitive answer to the problems of campus discipline appears from these books, though some possible responses are shown to be unlikely to be satisfactory in any situation. The contribution which the best pieces from each book makes is that the complexity of the problem appears very clearly, the range of available responses is broadened and the effects of some of the responses are indicated. I would single out as being especially useful in making this contribution, the discussion of *The Array of Sanctions* by Tom J. Farer in the first book, and *On Civilizing University Discipline* by Paul D. Carrington in the second.

One problem which is not adequately discussed anywhere is that of the extent to which it appears inevitable (possibly even necessary) for universities to develop extremely elaborate and expensive procedures designed to protect "civil rights". In the U.S. this may be required by the Constitution, but it may also be required in Canada by such provincial statutes as the Ontario Statutory Powers Procedure Act. Any university contemplating any kind of disciplinary procedures has to consider very seriously the investment in time and money which it wants to make in the procedure. I have an uncomfortable feeling that the rigidity of the legal panoply required will result in a state of minimum efficiency and flexibility and consequent stagnation.

One warning comes through very clearly from the accounts of responses made by universities in the U.S. to the problems of discipline. The feeling outside the universities has been extremely hostile to protests by members of them. The failure (or inability) of universities to respond in a sufficiently firm way has resulted in many cases in both state and federal legislation designed to put pressure on them to control their members' behaviour and on faculty and students directly to behave. Universities have been required to expel or dismiss members who are convicted of disruption. Student grants have been cut. Research funds have been refused unless various steps were taken to control conduct of various kinds. The result of this from the point of view of the universities is that their freedom to respond to the problem as they see it is severely restricted and the likelihood of unsatisfactory responses being made is greatly increased. Canadian universities may have to consider the need for an effective internal response to forstall any possible legislative one. Of course, it remains to be seen whether there is any real danger of legislation and this depends on the events which take place (or do not take place) at Canadian universities in the future.

J. Swan

ABOUT OUR REVIEWERS... Professor **Hilda L. Thomas** teaches English at the University of British Columbia and is a member of the CAUT Committee on the Status of Women Academics... Professor **J. Swan** teaches Law at the University of Toronto... **Graeme Decarie** teaches History at Concordia University (Loyola).

UNIVERSITÉS FRAPPÉES DE CENSURE PAR L'ACPU

Le Conseil de l'Association canadienne des professeurs d'université à frappé de censure les administrations des universités suivantes:

Université Mount Allison (novembre 1970)*

*(A la troisième étape de la censure prononcée contre cette université, l'ACPU avertit ses membres de ne pas accepter d'emplois auprès d'elle. Voir la page 71 du Guide de l'ACPU.)

Sont également frappées de censure les universités suivantes:

Université Simon Fraser (mai 1971)
Université du Québec à Montréal (novembre 1970)
Université de Victoria (mai 1971)
Université d'Ottawa (mai 1972)

UNIVERSITIES UNDER C.A.U.T. CENSURE

The following university administrations have been censured by the Council of the Canadian Association of University teachers:

Mount Allison University (November 1970)*

*(Under the third stage of censure imposed on this university, the C.A.U.T. warns its members not to accept employment with the censured university. Page 69, C.A.U.T. Handbook.) Also censured are:

Simon Fraser University (May 1971)
University of Québec in Montréal (November 1970)
University of Victoria (May 1971)
University of Ottawa (May 1972)

CLASSIFICATION, from p. 25

tion criteria be accepted. The whole problem must be reconsidered on a wider basis and with the participation of all teachers, who should be given an opportunity to consider all the implications inherent in good planning. Times of crisis can lead to positive results only if the parties involved proceed with the required tact and accept as something difficult but positive the painful and time-consuming process of criticism. Otherwise, there could be complete chaos.

Existing situations have a kind of inertia and irreversible quality, particularly in matters of government policy. We believe that if the Minister were to entrench himself in his present positions, he would create an impossible situation and would find himself in a blind alley, a kind of point of no return. Such a situation could hardly be beneficial, and could lead to an escalation of the problems.

The answer to the "when" and "why" of the next step may depend on us!

FOOTNOTES:

1 *Objectifs généraux de l'enseignement supérieur et grandes orientations des établissements*, three books, Quebec Council Universities, 1973.

2 See *L'Évalution récente de l'enseignement supérieur au Québec*, Book I (preliminary Report—July 15, 1972), *Ibic.*

3 See "L'Évolution de l'enseignement supérieur durant la décennie 1970: cadres et contraintes", *Les orientations de l'enseignement supérieur dans les années 1970*, Book III (February 23, 1973), *Ibid.*, pp. 9-57.

4 See *Objectifs généraux de l'enseignement supérieur*, Book II (February 22, 1973), *Ibid.*

5 An example among others is the problem of "inflated" degrees or study certificates for which a revision was required.

6 See *Problème de la déclassification, Dossier d'actualité*, No. 5, FAPUQ, May 15, 1973, 156 p.

7 Book III, *ap. cit.*, p. 6.,

8 See, among other things, the Brief by the Protestant School Board of Greater Montreal.

9 See the call for briefs on teacher tasks, issued in October, 1973 by the Department of Education: "To suggest methods and/or systems which could provide for optimum use of the human resources now devoted to the educational system, taking into account the educational policies of the Department, the funds available and the collective priorities of Quebec." More specifically, the commissions were ordered, at their respective levels, to look into the tasks of teachers and the methods and machinery for distributing such tasks, and the differentiation of teaching jobs.

10 See Jean-Claude Leclerc, "Les diplômes du ministre Cloutier", *Le Devoir*, April 2, 1973.

11 *Le Devoir*, May 8, 1973.

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In November 1973, when this article was published in French, we had no way of knowing the content of the agreement reached on September 13, 1973 between the Quebec Department of Education and the various parties concerned. It therefore seems necessary and appropriate to summarize the present situation and clarify certain points. I indicated that the teachers had called for a complete "freeze" of the classification manual. In view of the quasi-institutional nature of the manual, they had in fact little choice. However, the efforts of professors at the college level were not quite lost, and the agreement is evidence that a compromise was reached. In the first place, it was agreed that the manual would have no retroactive effect and would apply only to new professors. Moreover, the agreement provided among other things for a committee of experts charged with finding more equitable or more conciliatory interpretations to the criteria in the manual, and even to suggest necessary corrections and amendments to the Minister. This had the effect of allowing much greater flexibility in the application of the manual, maintaining many vested rights and opening up a wide breach. The teachers were also pressing for **broader** evaluation standards. *The discussion pointed out many ambiguities, and some points had to be clarified. In fact, the manual only recommended classification criteria for employment and remuneration purposes, and made no mention of evaluation criteria for purposes of promotion and advancement. Initially, the teachers launched a general discussion on the two types of criteria, but they later preferred to concentrate only on classification criteria. This was a matter of tactical as well as ideological choice. It enabled them, among other things, to work towards objective and measurable criteria whose application could be more easily supervised, to emphasize employment security, and finally to reinstate experience as a classification standard. Thus the agreement corrected certain anomalies and added flexibility to some of the criteria. More important, it provided for a necessary cooling off period before the reopening of negotiations in June 1975.*

Professor Proulx is President of Fédération des Associations des Professeurs du Québec (FAPUQ) and teaches in the faculty of theology at the University of Montréal.

VACANCIES POSTES VACANTS

THE UNIVERSITY OF CALGARY

FACULTY OF ARTS AND SCIENCE, DEPARTMENT OF ENGLISH

Applications are invited for a vacancy in the area of Modern British Literature in 1975-76. Candidates should have completed a Ph.D. or its equivalent and have had university teaching experience. Salary and rank will be dependent on qualifications and experience.

Salary scales: Assistant Professor $13,200-$17,250.
Associate Professor $17,300-$22,900.
Full Professor $22,950 up.
(The salary scales given are those in operation for 1974-75 and are subject to revision for 1975-76.)

Applications enclosing *curriculum vitae* and list of referees should be sent to:

Dr. H. Dahlie
Head, Department of English
The University of Calgary
Calgary, Alberta, Canada
T2N 1N4

THE UNIVERSITY OF CALGARY

DEPARTMENT OF MATHEMATICS, STATISTICS & COMPUTING SCIENCE

Two one-year or two-year term appointments in Mathematics and in Statistics.

Date of appointment: July 1st, 1975.

Closing date for applications: January 31st, 1975.

Write in first instance to:

Dr. P. Lancaster, Head,
Department of Mathematics, Statistics
& Computing Science,
The University of Calgary,
Calgary, Alberta, Canada.
T2N 1N4

Qualifications: Ph.D.
Duties: Teaching and research.

AVAILABILITIES

Professor of Hindi for the past 17 years in a reputed College of a well known University in India, author of numerous stories, novels and human interest plays, experienced in directing and producing literary stage-plays and editing of newspapers and journals, seeks teaching assignment and/or research position in South Asia Departments or Centres. Please contact Box 1, 66 Lisgar Street, Ottawa, Ontario, K2P 0C1.

ADMINISTRATION

UNIVERSITY OF CALGARY. **Faculty of Law.** Applications are invited for the position of Dean of the newly approved Faculty of Law at the University of Calgary, Calgary, Alberta. The successful candidate for this challenging position will provide leadership and innovation while establishing a new Faculty of Law. The program is envisaged as producing graduates with the skills and knowledge to respond professionally to the changing needs of business, family, and government in advocacy, counselling, and planning in law. It would be anticipated that the program will also provide academic support in teaching and researching Law in other faculties of the university at both undergraduate and graduate levels. Applicants should have a distinguished record with adequate experience in teaching, research and administration in Canada. Salary is negotiable. Applications, including a resume, should be sent to Dr. L. G. Donovan, Academic Assistant to the President, The University of Calgary, 2920 — 24 Avenue N.W., Calgary, Alberta, T2N 1N4.

UNIVERSITY OF DALHOUSIE. **Department of Nursing.** Applications are invited for the position of Professor and Director of the School of Nursing. The position carries responsibility for the School, including administration of the Baccalaureate and Master's Programs, recruitment of faculty, budgeting, etc. It is expected that the candidate would have completed a doctorate, and have had clinical, nursing education and administrative experience. She or he should be available on July 1, 1975. Applications, with curriculum vitae, should be sent to Dr. R. M. MacDonald, Dean of the Faculty of Health Professions, Dalhousie University, by January 1, 1975.

UNIVERSITY OF GUELPH. **Department of Chemistry.** Applications are invited for the position of Chairman of the Department. Candidates should have an established research record in chemistry or biochemistry and university experience. Duties include administrative responsibility for the Department, and participation in and encouragement of development of teaching and research programs. Salary negotiable. Enquiries or applications with a full curriculum vitae and the names of three referees to Dean E. B. MacNaughton, College of Physical Science, University of Guelph, Guelph, Ontario, Canada, N1G 2W1, by December 15, 1974.

UNIVERSITY OF GUELPH. **Department of Physical Education.** Applications are invited for the position of Professor and Chairman, Department of Human Kinetics and Director of the School of Physical Education. Ph.D. or equivalent required. Teaching, research and administration. Salary dependent on qualifications and experience. Applications should be directed to The Secretary, Selection Committee, Dean's Office, College of Biological Science, University of Guelph, Guelph, Ontario, N1G 2W1. Appointment effective July 1, 1975. Applications accepted until January 1, 1975.

UNIVERSITY OF GUELPH. **Department of Physics.** Applications are invited for the position of Chairman of the Department. Candidates should have an established research record in physics and university experience. Duties to commence September 1975 or earlier if possible, include administrative responsibility for the Department and participation in and encouragement of development of teaching and research programs. Salary negotiable. Inquiries or applications with full curriculum vitae and the names of three referees, to Dean E. B. MacNaughton, College of Physical Science, University of Guelph, Guelph, Ontario, Canada, N1G 2W1 by January 31, 1975.

UNIVERSITY OF MANITOBA. **Faculty of Dentistry.** Applications are invited for the position of full time Head of Orthodontics. Duties would include the responsibility for both a graduate specialty training program in orthodontics and an extensive undergraduate program. Excellent clinical and research facilities are available. Applicants should be certifiable as an orthodontic specialist in the Province of Manitoba. Rank and salary will be commensurate with experience. Please address all replies to the Dean, Faculty of Dentistry, University of Manitoba, Winnipeg, Manitoba, Canada.

SCARBOROUGH COLLEGE, UNIVERSITY OF TORONTO. **Department of Life Science.** Applications are invited for the position of Chairman of the Life Science Group at Scarborough College, University of Toronto, effective July 1, 1975. The Life Science Group is made up of about 25 faculty in Biochemistry, Botany, Psychology and Zoology. Applicants should have established reputations in scholarship in any of these fields, and be eligible for full professorship rank at the University of Toronto. A letter of application together with a detailed curriculum vitae and the names of three persons who have agreed to act as referees, should be directed to Principal D. R. Campbell, Scarborough College, University of Toronto, 1265 Military Trail, West Hill, Ontario, Canada, not later than January 1, 1975.

ANATOMY

UNIVERSITY OF WESTERN ONTARIO. **Department of Anatomy.** Applications are invited for the position of Assistant or Associate Professor of Anatomy. Basic qualifications M.D. or Ph.D. degree in Anatomy. The salary will be in accordance with qualifications and experience. The successful candidate must be capable of taking a major responsibility in the teaching of gross anatomy to medical and dental students. The research interest of the candidate is unspecified but other things being equal, preference will be given to the neuroendocrine aspects of neurological science. Applicants should submit a curriculum vitæ and the names of at least two referees to Dr. D. G. Montemurro, Chairman, Department of Anatomy, University of Western Ontario, London, Ontario, Canada. Closing date for applications is unspecified, however the successful candidate will be expected to assume the position by September 1, 1975.

ANTHROPOLOGY

CARLETON UNIVERSITY. **Department of Sociology and Anthropology.** Applications are invited for an appointment in Anthropology at the level of Lecturer or Assistant Professor. Some record of teaching, research and publication is essential. While applicants with the Ph.D. are preferred, other strong candidates will also be considered. Area specialization in North America or Africa and topical specialization in archaeology and/or physical anthropology (especially, palaeoecology/ecology-oriented) preferred. Teaching in one other topical area is also expected. Current minimum salary for Assistant Professor is $12,375. Although intended as a one- or two-year terminal appointment, effective July 1, 1975, a regular appointment may prove possible. Replies, with full particulars and references, should be addressed as soon as possible to Dr. Gordon Irving, Chairman, Personnel Committee, Department of Sociology and Anthropology, Carleton University, Ottawa, Ontario, K1S 5B6, Canada.

CARLETON UNIVERSITY. **Department of Sociology and Anthropology.** Applications are invited for an appointment in Social Anthropology at the level of Assistant/Associate Professor. A substantial record of teaching (with some graduate-level experience), research and publication is required. The Ph.D. is essential. Preference will be given to candidates with an area specialization in North America or Africa and with topical specializations in economic anthropology, cultural ecology or structural analysis of myth and kinship. Minimum salary $12,375—$15,650, depending upon rank. The appointment is effective July 1, 1975. Replies, with full particulars and references, should be addressed as soon as possible to Dr. Gordon Irving, Chairman, Personnel Committee, Department of Sociology and Anthropology, Carleton University, Ottawa, Ontario, K1S 5B6, Canada.

CARLETON UNIVERSITY. **Department of Sociology and Anthropology.** Applications are invited for an appointment in Anthropology at the level of Professor. Applicants should have a very strong record of research, publication and teaching, including graduate seminars and thesis supervision. Preferred specializations include: North America or Africa; cultural ecology, structuralism, theory or methods. Current minimum salary for the rank is $20,225. The appointment is effective July 1, 1975. Replies, with full particulars and references, should be addressed as soon as possible to Dr. Gordon Irving, Chairman, Personnel Committee, Department of Sociology and Anthropology, Carleton University, Ottawa, Ontario, K1S 5B6, Canada.

WILFRID LAURIER UNIVERSITY. **Department of Anthropology.** Applications are invited for an appointment at the Assistant/Associate Professor level. **Qualifications:** Ph.D., publications, teaching experience. **Specializations:** in any of the following — North American archeology, linguistics, social anthropology (North America, Africa are specializations). Other areas may be considered. **Duties:** teaching undergraduates and research. Competitive salary depending on rank. Write to the Chairman, Department of Sociology and anthropology, Wilfrid Laurier University, Waterloo, Ontario, N2L 3C5.

THE COMMITTEE ON ACADEMIC FREEDOM AND TENURE

Members Wanted

The Committee on Academic Freedom and Tenure solicits suggestions for nominations for membership on the Committee.

Terms of office for Committee members is three years. The Committee has eleven members, including the Executive Secretary and senior Associate Executive Secretary, and approximately one-third of the Committee is changed each year. Members of the Committee are appointed by the Executive Committee, on recommendation of the A.F.&T. Committee, who strive for an appropriate balance in terms of geographical representation, discipline, and experience.

The Committee deals with grievances from faculty members at institutions with associations affiliated to C.A.U.T. In addition, the Committee is concerned with the promulgation of policy statements and guidelines on tenure, on academic freedom, on proper procedures for determining terms and conditions of employment, and so on.

Suggestions for nominations to the A.F.&T. Committee should be sent to the Executive Secretary no later than January 10, 1975, together with a brief biographical statement on the candidate's academic background and experience in faculty association activities.

BIOLOGY

MEMORIAL UNIVERSITY OF NEWFOUNDLAND. **Department of Biology.** Applications are invited for the position of Bacterial Systematist. The successful candidates must also have a good background in either Bacterial Physiology or Immunology. A background in Bacterial Genetics would also be desirable. Appointment will be made at the Assistant Professor level, to commence September 1, 1975. Applicants should have a strong interest in undergraduate teaching and be capable of initiating an independent research programme. Closing date for receipt of applications: March 15, 1975. Apply to Professor J. Phipps, Head, Department of Biology, Memorial University of Newfoundland, St. John's, Newfoundland, Canada.

BUSINESS ADMINISTRATION

UNIVERSITY OF NEW BRUNSWICK. **Department of Business Administration. Title:** Assistant or Associate Professors in Business Administration. **Qualifications Required:** Ph.D. or near completion. For Accounting MB.A. and a professional accounting degree. **Nature of Duties:** To teach undergraduate courses in Accounting, Business Policy and Marketing. **Salary:** Appropriate to qualifications and experience of appointee. **Person to Whom Inquiries Should be Sent:** Dr. Hem C. Jain, Professor and Chairman, Division of Social Science and Administration, University of New Brunswick, Saint John Campus, Tucker Park, Saint John, New Brunswick, Canada. **Effective Date of Appointment:** July 1, 1975. **Closing Date for Receipt of Applications:** When position filled.

UNIVERSITY OF NEW BRUNSWICK. **Department of Business Administration.** Applications are invited for undergraduate teaching positions as follows: (a) accounting; (b) finance; (c) management; (d) marketing; (e) policy; (f) quantitative methods. Qualifications required are Ph.D., Ph.D. candidate or equivalent. Duties involve undergraduate teaching and research. The rank and salary are based on the candidates qualifications and experience. Appointments effective July 1, 1975. Applications and inquiries addressed to Chairman, Department of Business Administration, University of New Brunswick, Fredericton, N.B. E3B 5A3.

CHEMISTRY

MEMORIAL UNIVERSITY OF NEWFOUNDLAND. **Department of Chemistry.** Applications are invited for a position as Assistant or Associate Professor in Analytical Chemistry for September 1, 1975. It is expected that applicants will have a Ph.D. degree, postdoctoral or industrial experience, and some teaching experience. Candidates should have some experience of Canadian Universities. The successful applicant will teach courses in Instrumental Methods of Analysis, will have overall direction of the Water Analysis Facility, and will carry out research. Salary floors (1974-75): Assistant Professor, $12,300; Associate Professor, $16,000. Apply, as soon as possible, to Dr. M. J. Newlands, Head, Department of Chemistry, Memorial University of Newfoundland, St. John's, Newfoundland, A1C 5S7.

YORK UNIVERSITY. **Department of Chemistry.** Applications are invited for a senior position available July 1, 1975, in the field of chemical physics with experience in laser photochemistry. The successful candidate will play a leading role in establishing a major research centre in this field. The appointment will be made at the rank of Full or Associate Professor. Salary negotiable and commensurate with rank. Send **curriculum vitae,** reprints and names of three referees to Professor G. O. Aspinall, Department of Chemistry, York University, Downsview, Toronto, Ontario M3J 1P3, Canada.

CONSUMER STUDIES

UNIVERSITY OF GUELPH. **Department of Consumer Studies.** Applications are invited for the position of Assistant Professor (or as qualifications warrants).

Ph.D. in Textile Science or related area. Undergraduate and graduate teaching and research in the area of Textile Science and Textile Products within the interdisciplinary Department of Consumer Studies. Salary negotiable. Applications should be directed to Dr. E. A. Gullett, Acting Chairman, Department of Consumer Studies, University of Guelph, Guelph, Ontario, N1G 2W1. Appointment effective July 1, 1975. Applications accepted until position is filled.

UNIVERSITY OF GUELPH. **Department of Consumer Studies.** Applications are invited for the position of Assistant Professor (or as qualifications warrant). Ph.D. preferred in Social Science with a specialization in Planning and urban development. Undergraduate and graduate teaching in housing and housing policy and research in an interdisciplinary Department of Consumer Studies. Salary negotiable. Applications should be directed to Dr. E. A. Gullett, Acting Chairman, Department of Consumer Studies, University of Guelph, Ontario, N1G 2W1. Appointment effective July 1, 1975. Applications accepted until position is filled.

UNIVERSITY OF GUELPH. **Department of Consumer Studies.** Applications are invited for the position of Assistant Professor. Doctorate in Marketing or in Social Sciences with a thesis on a subject related to consumer behavior. Undergraduate and graduate teaching and research in an interdisciplinary department. Primary teaching responsibility will be in consumer behavior and communication related to the marketplace. There will be opportunity to develop new courses as the department grows. Salary negotiable. Applications should be directed to Dr. E. A. Gullett, Acting Chairman, Department of Consumer Studies, University of Guelph, Guelph, Ontario, N1G 2W1. Appointment effective July 1, 1975. Applications open until position is filled.

UNIVERSITY OF GUELPH. **Department of Consumer Studies.** Applications are invited for the position of Lecturer. Master's degree in the area of clothing including studies in the sociological and psychological aspects of clothing. Teach and do research involving clothing and clothing consumption within an interdisciplinary department of Consumer Studies. Salary negotiable. Applications should be directed to Dr. E. A. Gullett, Acting Chairman, Department of Consumer Studies, University of Guelph, Guelph, Ontario, N1G 2W1. Appointment effective July 1, 1975. Applications open until position is filled.

UNIVERSITY OF GUELPH. **Department of Consumer Studies.** Applications are invited for the position of Assistant Professor. Ph.D. in Foods and Nutrition or Food Science preferred. Teach and do research involving foods and food consumption within an interdisciplinary department of Consumer Studies. Salary negotiable. Applications should be directed to Dr. E. A. Gullett, Acting Chairman, Department of Consumer Studies, University of Guelph, Guelph, Ontario, N1G 2W1. Appointment effective July 1, 1975. Applications open until position is filled.

DENTISTRY

UNIVERSITY OF MANITOBA. **Faculty of Dentistry.** The University of Manitoba seeks the services of a dentist to establish and to coordinate a program of preventive, public health and community dentistry. This program will become a major component in the upcoming revised final year dental curriculum. A prospective applicant should have experience in the field of public health dentistry. Salary and rank will be commensurate with the applicant's qualifications. Address all enquiries to the Dean, Faculty of Dentistry, University of Manitoba, Winnipeg, Manitoba, Canada.

ECONOMICS

UNIVERSITY OF NEW BRUNSWICK. **Department of Economics. Title:** Assistant or Associate Professor. **Qualifications Required:** Ph.D. in Economics (urban orientation). **Nature of Duties:** An interest in interdisciplinary programme in social sciences — particularly urban studies to teach undergraduate courses. **Salary:** Appropriate to qualifications and experience of appointee. **Person to Whom Inquiries Should be Sent:** Dr. Hem C. Jain, Professor and Chairman, Division of Social Science and Administration, University of New Brunswick, Saint John Campus, Tucker Park, Saint John, New Brunswick, Canada. **Effective Date of Appointment:** July 1, 1975. **Closing Date for Receipt of Applications:** When position filled.

TRENT UNIVERSITY. **Department of Economics.** Rank and salary commensurate with experience but Ph.D. preferred. Undergraduate teaching. Ability in theory and quantitative methods will be given preference although other fields considered. Effective date of appointment July 1, 1975. Applications will be received until position filled. Applications, vitae, and names of persons to whom reference can be made should be sent to Professor M. J. Boote, Chairman, Department of Economics, Trent University, Peterborough, Ontario.

ENGINEERING

QUEEN'S UNIVERSITY. **Department of Metallurgical Engineering.** Applications are invited to fill a vacancy in the area of hydrometallurgy. A Ph.D. with industrial, teaching and research experience is desired. Rank is open and salary depends upon qualifications and experience. The successful applicant will be expected to teach at the undergraduate and graduate level and to develop research programs in the field of hydrometallurgy. Preference will be given to a Canadian citizen. The position is now available. Closing date for applications is December 31, 1974. Applications, including curriculum vitae, transcripts, details of experience and names of referees, should be submitted to Dr. W. B. F. Mackay, Head, Metallurgical Engineering Department, Queen's University, Kingston, Ontario, K7L 3N6.

FINE ARTS

UNIVERSITY OF BRITISH COLUMBIA. **Department of Fine Arts.** Applications are invited for the position of Assistant, Associate or full Professor of Art History, with a Ph.D., and specialization in Italian Renaissance Art. Salary dependent upon qualifications and experience. Appointment to commence 1 July 1975. Applications should be sent to Dr. George Knox, Professor and Head, Department of Fine Arts, University of British Columbia, 2075 Wesbrook Place, Vancouver, B.C., V6T 1W5.

GEOGRAPHY

BROCK UNIVERSITY. **Department of Geography.** Applications invited for two permanent posts from July 1975. Fields are (1) Geomorphology (2) Analytical and Quantitative Methods and/or Methodology and Philosophy of Geography. Rank for both posts full Professor or Associate. Salary negotiable. Write or call — Professor B. W. Thompson, Chairman, Department of Geography, Brock University, St. Catharines, Ontario, L2S 3A1. Phone: 416-684-7201.

MCMASTER UNIVERSITY. **Department of Geography.** The Department has two positions available, commencing July 1, 1975. 1. Urban/Economic emphasis on quantitative or theoretical geography. Assistant Professor (Ph.D. or near completion). Salary commensurate with experience and qualifications. 2. Historical at graduate and undergraduate levels. Assistant Professor (Ph.D. or thesis submitted). Salary commensurate with experience and qualifications. Applications, curriculum vitae and names and addresses of three referees to Dr. D. C. Ford, Professor and Chairman, Department of Geography.

GEOLOGY

MEMORIAL UNIVERSITY OF NEWFOUNDLAND. **Department of Geology.** Applications are invited for an academic position in economic geology, open from January 1, 1975. The successful applicant will be required to teach undergraduate and graduate courses and maintain a close liaison with the mineral industry. Ph.D. essential. The successful candidate will conduct and supervise research in the genesis and distribution of mineral deposits, and field work is a desirable component of this research. Rank and salary open. Apply with curriculum vitae and the names of three referees to Dr. D. F. Strong, Acting Head of the Department of Geology, Memorial University of Newfoundland, St. John's, Newfoundland.

HISTORY

UNIVERSITY OF TORONTO. **Department of History.** Assistant Professor, American History, nineteenth century, post 1850. Apply Professor J. B. Conacher, Department of History, University of Toronto, Toronto, M5S 1A1, Canada.

YORK UNIVERSITY. **Department of History.** Applications are invited for a position in French-Canadian History. The appointment would begin on July 1, 1975. Candidates should have completed their Ph.D. Please write to Professor Ramsay Cook, Department of History, York University.

MATHEMATICS

UNIVERSITY OF GUELPH. **Department of Mathematics and Statistics.** Two visiting assistant professors will be appointed from September 1, 1975 for one year. The term may be extended if a position is available in the following year. One post requires a Ph.D. in Statistics, the other a Ph.D. in Mathematics, both require teaching interest and ability. Duties: undergraduate teaching and research. Applications, with biographical data and references, should be sent to T. D. Newton, Department of Mathematics and Statistics, University of Guelph, Guelph, Ontario, N1G 2W1.

COMITÉ DE LA LIBERTÉ UNIVERSITAIRE ET DE LA PERMANENCE DE L'EMPLOI

Membres sollicités

Le Comité de la liberté universitaire et de la permanence de l'emploi sollicite des propositions de candidats qui pourraient faire partie du Comité.

Le mandat est de trois ans. Le Comité se compose de onze membres, y compris le secrétaire général et le secrétaire général adjoint senior, le tiers environ étant remplacés annuellement. Les membres sont nommés par le Bureau de direction sur la recommandation du Comité de la liberté universitaire et de la permanence de l'emploi. On s'efforce de conserver un équilibre approprié au point de vue de la représentation géographique, des disciplines et de l'expérience.

Le Comité connaît des griefs relatifs aux professeurs dans les institutions qui ont des associations affiliées à l'A.C.P.U. Il a aussi pour tâche d'élaborer des énoncés de principes et des directives touchant la permanence de l'emploi, la liberté universitaire, les modalités appropriées pour l'établissement des conditions d'emploi, etc.

Les propositions doivent parvenir au secrétaire général au plus tard le 10 janvier 1975 et être accompagnées d'une brève notice biographique touchant l'expérience du candidat dans la carrière universitaire et les associations de professeurs d'université.

MEDICINE

MEMORIAL UNIVERSITY OF NEWFOUNDLAND. **Faculty of Medicine.** Will appoint an Endocrinologist to its Basic Sciences Division in 1975. Individuals with research interests in metabolic regulation, neuroendocrinology or membrane studies will be considered. Interested applicants should send résumé and names of three referees to Dr. Bruce H. Sells, Laboratories of Molecular Biology, Faculty of Medicine, Memorial University of Newfoundland, St. John's, Newfoundland, Canada, before December 15th, 1974.

NURSING

UNIVERSITY OF DALHOUSIE. **Department of Nursing.** Applications are invited for the position of Professor or Associate Professor of Nursing to coordinate the Master's Program in association with the Director of the School. It is expected that the candidate would have completed a doctorate, and have had clinical, nursing education and research experience. The appointment includes teaching in the graduate and undergraduate programs, and provides opportunity for research and professional services. The candidate should be available January 1, 1975, or by arrangement. Applications with curriculum vitae should be sent to Dr. R. M. MacDonald, Dean of the Faculty of Health Professions, Dalhousie University.

UNIVERSITY OF NEW BRUNSWICK. **Faculty of Nursing.** Three faculty members needed July 1, 1975, to replace faculty members going on one-year sabbatical and two-year study leaves. Preparation and experience desirable in maternal-infant and in medical-surgical nursing. Increasing enrolment will permit retention of right persons at end of these periods. Extras we have to offer are an exciting new curriculum approach, a new, well-equipped self-instructional laboratory, a new hospital, and the advantages of living in a beautiful, small city. Address: Dean, Faculty of Nursing, The University of New Brunswick, Fredericton, New Brunswick.

PHILOSOPHY

UNIVERSITY OF GUELPH. **Department of Philosophy.** Applications are invited for the position of Sessional lecturer in Philosophy, Spring Semester only. Specialist in ethics, social philosophy, Ph.D. preferred. Duties: to teach three undergraduate courses. Salary subject to negotiation. Apply with curriculum vitae and names of two referees to Professor G. Todd, Chairman, Department of Philosophy from May 1, 1975 to August 15, 1975. Applications will be accepted until the position is filled.

UNIVERSITY OF TORONTO (Erindale campus). **Department of Philosophy.** Applications are invited for the position of senior associate professor or full professor, to commence July 1, 1975 (position offered subject to budgetary approval). Established reputation in teaching and research; some administrative experience is desirable. Duties include administrative responsibility for Philosophy group on the Erindale campus (minimum period, three years); undergraduate teaching; participation in the graduate programme of the University of Toronto; research. Salary commensurate with rank and experience. Vitae and names of three referees should be sent to Professor David Gauthier, Chairman, Department of Philosophy, University of Toronto, 215 Huron Street, Toronto, M5S 1A1, before January 1, 1975.

PHYSICS

UNIVERSITY OF ALBERTA. **Department of Physics.** Applications are invited for an Assistant Professor in the area of Electronmicroscopy. Exceptional candidates in other areas of condensed state physics will be considered. The condensed state group at the University of Alberta consists of eight members in a Physics Department of forty-two faculty members. The effective date of appointment is April 1, 1975. The closing date for applications is February 1, 1975. Send

vitae, list of publications, and names of three referees to: Dr. J. T. Sample, Chairman, Department of Physics, University of Alberta, Edmonton, Alberta T6G 2E1.

POLITICAL SCIENCE

WILFRID LAURIER UNIVERSITY. **Department of Political Science.** Applications are invited for an appointment commencing July 1, 1975. Ph.D. necessary. Rank and salary commensurate with qualifications. Applicants should have special interests in Public Policy or Political Processes with interest in at least one of the other major fields in the discipline. Strong interest in research and teaching essential. Applications with curriculum vitae should be sent to Dr. John H. Redekop, Chairman, Department of Political Science, Wilfrid Laurier University, Waterloo, Ontario, N2L 3C5.

YORK UNIVERSITY. **Department of Political Science.** The Department of Political Science is considering a continuing appointment at the Associate or Full Professor level in Canadian Government and Politics, effective July 1, 1975. Interested candidates are invited to apply to the Chairman, Department of Political Science, 4700 Keele Street, Downsview, Ontario, M3J 1P3.

POLITICS

BROCK UNIVERSITY. **Department of Politics.** Applicants are invited for an appointment at the Professor or Associate Professor level, to teach graduates and undergraduates in Public Administration, Administrative Law and Canadian Constitutional Law. Salary negotiable from floors of $21,016 and $16,400. Appointment effective July 1, 1975. Applications with vitae should be sent as soon as possible to Professor W. A. Matheson, Chairman of the Recruitment Committee, Department of Politics, Brock University, St. Catharines, Ontario, L2S 3A0.

BROCK UNIVERSITY. **Department of Politics.** Applicants are invited for an appointment at the Assistant Professor level to teach undergraduates in Canadian Government, Canadian Political Behavior and Methodology. Salary negotiable from floor of $13,000. Appointment effective July 1, 1975. Applications with vitae should be sent as soon as possible to Professor W. A. Matheson, Chairman of the Recruitment Committee, Department of Politics, St. Catharines, Ontario, L2S 3A0.

PSYCHOLOGY

UNIVERSITY OF BRITISH COLUMBIA. **Department of Psychology.** Six faculty positions available for 1975-76: **developmental** (professor and assistant professor), **social** (professor), **clinical/community** (assistant professor), and two positions for outstanding candidates at the assistant and associate professor levels, preferably in biopsychology, clinical/community, personality, quantitative, or social. Evidence of demonstrated research competence required for all areas; experience in field as well as laboratory research in appropriate areas is desirable. The University of British Columbia offers equal opportunity for employment to qualified male and female candidates. Send vitae and names of three references to: Chairman, Faculty Search Committee, Department of Psychology, University of British Columbia, Vancouver, B.C., V6T 1W4 (Canada).

CARLETON UNIVERSITY. **Department of Psychology.** Applications are invited for a position at the assistant, associate or full professor level, commencing July, 1975. Candidates must have a Ph.D. or have completed all requirements except the thesis. Preference will be given to those with teaching and research experience. Field of teaching expertise required is personality and abnormal, with research interests centered in the former. Salary on a 12 months basis is negotiable in terms of experience. Send vitae and names of 4 referees to M. E. Marshall, Hiring Committee, Department of Psychology, Carleton University, Ottawa, K1S 5B6.

MEMORIAL UNIVERSITY OF NEWFOUNDLAND. **Department of Psychology.** Two positions. Assistant, Associate and/or Full Professor to teach graduate and undergraduate courses in Developmental and Social Psychology. Preference will be given to applicants with an interest in Clinical Psychology. Ph.D. with teaching and research experience is required. Salary in accordance with rank. Closing date for application (when positions are filled). Apply to Dr. G. R. Skanes, Head, Department of Psychology, Memorial University of Newfoundland, St. John's, Newfoundland, A1C 5S7.

SECONDARY EDUCATION

UNIVERSITY OF ALBERTA. **Department of Secondary Education.** The University of Alberta is seeking a senior person in English Education. The person selected will be expected to teach at both the undergraduate and graduate levels, assist in direction of student teachers, and supervise graduate student research. Applicants should have a doctoral degree, a teaching certificate, and relevant experience. Appointment will be made effective July 1, 1975, in the rank of Associate Professor, current salary range $17,661 to $23,416. Applications, with curriculum vitae and names of references should be sent to Dr. G. L. Berry, Chairman, Department of Secondary Education, University of Alberta, Edmonton, Alberta.

UNIVERSITY OF ALBERTA. **Department of Secondary Education.** The Department is seeking an Assistant Professor in Physical Education. The major commitment will be to teach undergraduate courses and supervise student teachers, but the appointment may be jointly with the Faculty of Physical Education. Applicants must be qualified teachers and have a doctoral degree or advanced graduate study. Current salary range $13,440 — $17,611. Appointment effective July 1, 1975. Applications, with curriculum vitae and names of references should be sent to Dr. G. L. Berry, Chairman, Department of Secondary Education, University of Alberta, Edmonton, Alberta.

SOCIAL WORK

CARLETON UNIVERSITY. **School of Social Work.** Positions available in direct intervention and social policy and administration. All positions involve teaching and research. Doctorate preferred. Candidate should be involved in developing new conceptions of social welfare and formulating new models of practice and be prepared to critically examine the current social welfare system, politics, and services in Canada. Duties include teaching, research, research consultation, and community consultation. Salary and rank negotiable according to qualifications and experience. Inquiries should be sent to the Director, School of Social Work, Carleton University, Ottawa, Ontario.

LAURENTIAN UNIVERSITY. **School of Social Work.** The School anticipates some faculty openings effective July 1 or September 1, 1975, for its growing undergraduate programme. Qualifications: M.S.W. plus professional experience minimum for all positions; one position to require expertise in the area of Supervision. Bilingual (French/English) applicants strongly preferred; one position requires ability to teach French. Rank and Salary: Commensurate with qualifications. Write to: Dr. Ben Ami Gélin, Director, School of Social Work, Laurentian University, Sudbury, Ontario P3E 2C6.

L'UNIVERSITÉ LAURENTIENNE. **L'École de Service Social.** L'École prévoit quelques postes vacants pour l'année académique 1975-76 dans son programme de baccalauréat. Qualifications: Maîtrise en service social et expérience professionelle appropriée. Un des postes exige une expertise dans le domaine de la supervision. Candidats bilingues (français/anglais) préférés. De fait, un des postes exige la capacité d'enseigner en français. Engagement à compter du 1er juillet ou du 1er septembre 1975; salaire et rang sont sujets à négociation, et varient selon les qualifications du candidat. Prière de s'adresser à: Dr Ben Ami Gélin, Directeur, École de Service Social, Université Laurentienne, Sudbury, Ontario, P3E 2C6.

SOCIOLOGY

CARLETON UNIVERSITY. **Department of Sociology and Anthropology.** Applications are invited for one or two appointments in Sociology at the Assistant/Associate Professor level. The appointments may be either terminal or probationary, depending upon the candidate's qualifications and the Department's circumstances at the time of negotiation. The Ph.D. is required, as is a record of teaching (preferably, with some graduate-level experience), research and publication. Responsibilities will include undergraduate and, possibly, graduate courses and supervision in one of the following: methods and statistics; ethnomethodology; urban sociology, demography and ecology; complex organizations, industrial sociology and stratification. Minimum salary $12,375/$15,650 depending upon rank. The appointment is effective July 1, 1975. Replies, with full particulars and references, should be addressed as soon as possible to Dr. Gordon Irving, Chairman, Personnel Committee, Department of Sociology and Anthropology, Carleton University, Ottawa, Ontario, K1S 5B6.

UNIVERSITY OF LETHBRIDGE. **Department of Sociology.** Applications are invited for one or two appointments at the Assistant/Associate Professor level. The Ph.D. is required, together with strong interests in both teaching and research. Teaching responsibilities include Introductory Sociology and a selection of undergraduate courses from the following: Theory, Canadian Society, Sociology of Welfare, Social Problems, Sociology of Religion, Complex Organizations, Industrial Sociology and Political Sociology. 1974-75 salary range for Assistant Professors: $13,345 — $17,590; Associate Professors: $17,595 — $23,320. The appointment is effective July 1st, 1975. Applications including curriculum vitae and the names of three referees should be sent to Dr. George Mann, Chairman, Department of Sociology, The University of Lethbridge, Lethbridge, Alberta, T1K 3M4.

UNIVERSITY OF NEW BRUNSWICK. **Department of Sociology. Title:** One year visiting appointment. **Qualifications Required:** MA or Ph.D. **Nature of Duties:** To teach in interdisciplinary social science programme — three courses: Introductory Anthropology, Social Organization, Social Development. **Salary:** Appropriate to qualifications and experience of appointee. **Person to Whom Inquiries Should be Sent:** Dr. Hem C. Jain, Professor and Chairman, Division of Social Science and Administration, University of New Brunswick, Saint John Campus, Tucker Park, Saint John, New Brunswick, Canada. **Effective Date of Appointment:** July 1, 1975. **Closing Date for Receipt of Applications:** When position filled.

SCARBOROUGH COLLEGE, UNIVERSITY OF TORONTO. **Department of Sociology.** The University of Toronto expects to make a number of appointments in Sociology at the rank of Assistant Professor or possibly higher — subject to the availability of funds — commencing July 1, 1975. Preferred fields are the Sociology of Culture, Sociology of Religion, Small Groups Interaction and Comparative Ethnic Relations. Please send inquiries and curriculum vitae to Professor L. Tarshis, Chairman, Division of Social Sciences, Scarborough College, West Hill, Ontario, M1C 1A4.

UNIVERSITY OF WATERLOO. **Department of Sociology and Anthropology.** Applications are invited for the position of Associate Professor or Professor. Qualifications required: Social or Cultural Anthropology with an areal specialty outside of North America, or a Physical Anthropologist. Salary: Associate Professor — $17,000, Professor — $22,000. Effective date of appointment — September 1, 1975. Reply to: Dr. Dorothy Counts, Associate Chairman (Anthropology), Department of Sociology & Anthropology, University of Waterloo, Waterloo, Ontario, N2L 3G1.

WILFRID LAURIER UNIVERSITY. **Department of Sociology.** Applications are invited for an appointment at the Assistant/Associate Professor level. **Qualifications:** Ph.D., publications, teaching experience. Specializations: stratification or education. Other areas may be considered. **Duties:** teaching undergraduates and research. Competitive salary depending on rank. Write to the Chairman, Department of Sociology and Anthropology, Wilfrid Laurier University, Waterloo, Ontario, N2L 3C5.

URBAN PLANNING

QUEEN'S UNIVERSITY. **School of Urban and Regional Planning.** A Planning Teacher is required at the Assistant or Associate Professor level to participate in the continuing development of a graduate programme in Regional Planning. The School is involved in teaching, research and service to non-metropolitan regions in Canada, especially Eastern Ontario. Applicants should possess a post-graduate degree in planning, a strong academic record, and have an interest in using and promoting regional and analytical techniques. Salary will be commensurate with qualifications and will be competitive. The date of appointment is negotiable up to July 1, 1975. A resume and names of three referees may be sent to Gerald Hodge, Director, School of Urban & Regional Panning, Queen's University, Kingston, Ontario, K7L 3N6.

PRESIDENT and VICE-PRESIDENT C.A.U.T.

The Canadian Association of University Teachers solicits suggestions for nominations for President and Vice-President of the C.A.U.T.

The nominee must be a member of the C.A.U.T. and must be nominated by another member of the C.A.U.T.

Nominations must be accompanied by a curriculum vitae and written agreement of the candidate to serve. Duration of term—one year.

Correspondence should be addressed to Professor Evelyn Moore at C.A.U.T. Central Office, 66 Lisgar, Ottawa, Ontario K2P 0C1 and should arrive no later than February 28, 1975

PRÉSIDENT ET VICE-PRÉSIDENT L'A.C.P.U.

L'Association Canadienne des Professeurs d'Université sollicite des suggestions de candidatures de la part de ses membres pour combler des postes de président et vice-président.

Le candidat doit être un membre de l'A.C.P.U. et son nom doit être suggéré par un autre membre de l'A.C.P.U. Les candidatures doivent être soumises avec un curriculum vitae et un engagement écrit de la part du candidat de servir à ce poste durant un an.

La correspondance doit être adressée au Professeur Evelyn Moore au siège de l'A.C.P.U., 66, rue Lisgar, Ottawa, Ont. K2P 0C1 et doit parvenir le 28 février 1975 au plus tard.

UNIVERSITÉ DE MONCTON

POSTES VACANTS: Professeurs en management, marketing, méthodes quantitatives, comptabilité, finance, informatique. Enseignement au niveau du baccalauréat et de la maîtrise, recherches et participation à différents comités.

QUALIFICATIONS: Préférence sera accordée aux détenteurs d'un Ph.D. ou D.B.A. Les candidats avec une maîtrise seront également considérés. L'expérience dans l'enseignement et/ou l'industrie seraient un actif.

RÉMUNÉRATION: Rang professoral et salaire à négocier.

APPLICATION: Faire parvenir un curriculum vitæ sommaire le plus tôt possible à:

Doyen
Faculté d'Administration
Université de Moncton
Moncton, N.-B., CANADA
E1A 3E9

VETERINARY MEDICINE

UNIVERSITY OF SASKATCHEWAN. **Department of Veterinary Medicine.** Unique opportunity! Veterinarian experienced or interested in zoo animal and/or pathology will have appropriate appointment in Western College of Veterinary Medicine with duties divided between the new Saskatoon City Zoo and veterinary research or teaching in allied subject areas. Small component of SPCA consultation as well. Salary negotiable. For additional information write to: Dr. N. O. Nielsen, Dean, Western College of Veterinary Medicine, University of Saskatchewan, Saskatoon, Saskatchewan, S7N 0W0.

ZOOLOGY

UNIVERSITY OF ALBERTA. **Department of Zoology.** Applications are invited for appointments to take effect 1 July, 1975. There are two positions at the Assistant or Associate Professor rank ($13,440—$23,416). One is to be for an invertebrate zoologist, the other for a vertebrate palaeontologist, preferably with chief interest in fishes. Persons appointed will be expected to participate in general and advanced teaching, and to undertake a strong research program. There is also opportunity for a position as sessional lecturer, acting as sabbatical replacement for senior staff on leave. Such an appointment may be for from 8—12 months and may be renewable. Salary is negotiable within the range $10,368—$13,390 p.a. It would be most useful to have a person with interests in invertebrates. Applications should include a curriculum vitae, list of publications and names of three referees. Send to Dr. J. R. Nursall, Chairman, Department of Zoology, University of Alberta, Edmonton, Alberta, T6G 2E1 before 31 January, 1975.

LATE ADS

UNIVERSITY OF GUELPH. **Department of History.** Chairman of the Department at the rank of Professor or Associate Professor. Minimum qualifications: Ph.D. or equivalent plus significant publications. Teaching, research, and administration. In 1974-1975 the floor salary for Professor is $21,900 and for Associate Professor $17,200. The honorarium for the Chairman is $2,500. To: Dean Murdo MacKinnon, College of Arts, University of Guelph, Ontario. 1 July 1975 or other date by agreement. Closing date, 31 January 1975.

WILFRID LAURIER UNIVERSITY. **Faculty of Music.** Applications are invited for the position of Dean for the newly-established Faculty of Music. This position is effective July 1, 1975. Applicants should hold a completed doctorate, have administrative and teaching experience, and demonstrated competence in at least one field of performance. Applications and inquiries should be addressed to Dr. Francis J. Turner, Vice-President: Academic, Wilfrid Laurier University, Waterloo, Ontario, N2L 3C5. Closing date for applications is February 1, 1975.

UNIVERSITY OF ALBERTA. **Department of Elementary Education.** Assistant or Associate Professor of early childhood education. This is a **possible** position depending on University budgetary decisions. Ph.D. required. Successful experience in schools required. Undergraduate and/or graduate teaching, supervision of student teaching, etc. The salary range in 1974-75 is: Assistant Professor $13,440—$17,611; Associate Professor $17,611—$23,416. For 1975-76, the salary scale is under negotiation. Applications, **curriculum vitae** and the names of at least **three** references should be sent to Dr. A. MacKay, Chairman, Department of Elementary Education, Faculty of Education, University of Alberta, Edmonton. Appointment effective July 1, 1975. Applications accepted until position filled.

Notre Dame gets second contract

Notre Dame University of Nelson in B.C. was the first English-Canadian university to have its Faculty Association certified as bargaining agent for the teaching staff. Recently the Association and the University negotiated and signed a second collective agreement. Professor Alan Child, a long-time member of FANDU looks at the background and results produced by the most recent round of negotiations, while Gordon Unger who acted as negotiator for the Faculty Association discusses one of the clauses in the new agreement.

Executive vice-chairperson (OCUFA)

Candidates are now being sought for the office of executive vice-chairperson with the Ontario Confederation of University Faculty Associations. The effective starting date will be July 1, 1975. The position requires a person with considerable university experience who has a sound academic reputation, familiarity with faculty association affairs, an interest in university issues and an ability to deal with practical problems and supervise the provincial office. The successful applicant should be prepared to devote three years (once renewable, if desired) to OCUFA. It will be possible to retain a reduced teaching appointment if the individual is from a university that is within convenient commuting distance of Toronto. The salary will be negotiated. Benefits are comparable to those prevailing in Ontario universities. Applications should be forwarded by December 15 to: Chairman, selection committee, OCUFA, 40 Sussex Avenue, Toronto, Ont. M5S 1J7.

On October 11 FANDU and the University of Notre Dame reached agreement on the terms of their second contract since FANDU's certification as a labour union in 1973. The new contract will give professors a 16.5% across-the-board salary increase plus 1.4% allotted to the removal of salary discrepancies. As it was mutually agreed in the first contract that salary increments would be automatic, money for increments is exclusive of the increase. The Employer has agreed to raise its contribution to the pension fund from 6% of each employee's salary to 7%. Summer session stipends were also increased. Equation of laboratory instruction hours to teaching hours has been agreed to, but the effective date of operating on the new basis remains in dispute. Compulsory, binding arbitration will decide whether the date will be January 1 or May 15. So that the policy of shared responsibility established in the first contract may operate more effectively, two FANDU requests for changes in committee structure have been granted.

During the course of the protracted negotiations, which began in March, FANDU passed a strike vote on July 18 and served strike notice on September 30. Three CAUT officers, Marie-Claire Pommez, Martin Serediak, and Gordon Unger, participated in negotiation sessions. Richard Spencer, CAUT President, visited Nelson in September and was influential in arranging the series of talks which resulted in agreement.

As academic freedom, tenure, and grievance procedures were settled in the first contract, and as evaluation procedures and committee structure are now apparently satisfactory to FANDU, it is likely that emphasis in 1975 will be placed upon improvements in economic benefits, working conditions, and union security.

Judging from FANDU's experience, unionism appears to be a particularly effective method of eliminating salary inequities. One well-qualified and experienced professor whose pay rate was $9700 in 1972-73 will receive $17,400 this year. — A.C.

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A collective agreement in an institution whose life expectancy is highly uncertain reveals interesting priorities. The Faculty Association of Notre Dame University at Nelson, which recently ratified its second collective agreement included in the agreement a detailed proposal for curtailment. The clause is, however, subject to the ultimate approval of the Minister of Education in British Columbia.

The contract calls for the Board of Governors to provide seven months notice to all Faculty in the event that changes in the institution appear to require the curtailment of academic staff. This notice then brings into action a standing committee of four members whose task it is to assess the impact of curtailment on individuals. The committee, comprising the President or his designate and one nominee from each of the Board of Governors, the Faculty Association and the General Faculty Council, shall review the case of each Faculty member affected.

The committee may recommend that one of three alternatives be followed in each case. If a position in a related field is available up to twelve months allowance may be provided for further education or other retraining. The committee may also provide aid in relocating a staff member to another institution. If neither of these alternatives is possible the committee may recommend a severance allowance, the magnitude of which remains to be established.

Although both the Board and the Faculty Union have agreed to the proposed clause the Board insisted that the approval of the Government, the most probable successor employer, be obtained. For this reason the two parties will request Ms. Eileen Dailly, the Minister of Education in British Columbia, to approve the clause prior to its inclusion in the collective agreement.

The Government of British Columbia is expected to make an announcement concerning the future of NDU by January 1, 1975. — G.U.